

A New Commitment to Neighbourhood Renewal

National Strategy
Action Plan





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A New Commitment to Neighbourhood Renewal

National Strategy Action Plan

Report by the
Social Exclusion Unit



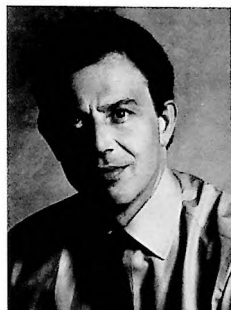
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FOREWORD BY THE PRIME MINISTER

When we came into office, we inherited a country where hundreds of neighbourhoods were scarred by unemployment, educational failure and crime. They had become progressively more cut off from the prosperity and opportunities that most of us take for granted. Communities were breaking down. Public services were failing. People had started to lose hope. That's why I asked the Social Exclusion Unit to work on developing a new and integrated approach to reversing this decline.



Since then, we have seen substantial progress on many fronts. A million more people are in work, with the largest improvements in high unemployment areas. The Working Families Tax Credit and Minimum Wage are making work pay for millions of people. Schools have sharply improved literacy and numeracy standards, with the greatest improvements in deprived areas.

But reversing years of decline requires long-term investment and new ways of working. The Spending Review set out a major boost of public spending, including an extra £11 billion for education and training and £12 billion for the NHS over the next three years. For the first time, we have set targets not just for the national average, but for outcomes in deprived areas, which will ensure that a fair share of these increases goes to deprived areas.

But more needs to be done to build on these successes and ensure investment delivers results. This Action Plan sets out a National Strategy for Neighbourhood Renewal to narrow the gap between outcomes in deprived areas and the rest. It builds on the work of 18 Policy Action Teams, involving hundreds of people inside and outside Government, and thousands of people across the country through consultation.

The Action Plan sets out a new approach to renewing poor neighbourhoods. This approach is different for four reasons. First, the true scale of the problem is being addressed – not the tens but the hundreds of severely deprived neighbourhoods. Second, the focus is not just on housing and the physical fabric of neighbourhoods, but the fundamental problems of worklessness, crime and poor public services – poor schools, too few GPs and policing. Third, the Strategy harnesses the hundreds of billions of pounds spent by the key Government departments, rather than relying on one-off regeneration spending. Fourth, the Strategy puts in place new ideas including Neighbourhood Management and Local Strategic Partnerships for empowering residents and getting public, private and voluntary organisations to work in partnership.

I believe the ideas and commitments made in this document will deliver real change on the ground – revived economies, safer communities and high quality public services.

My vision is of a nation where no-one is seriously disadvantaged by where they live, where power, wealth and opportunity are in the hands of the many not the few. This Action Plan is a crucial step in creating one nation, not separated by class, race, or where people live.

Tony Blair

SUMMARY

The problem

- 1 Over the past twenty years, hundreds of poor neighbourhoods have seen their basic quality of life become increasingly detached from the rest of society. People living just streets apart became separated by a gulf in prosperity and opportunity.
- 2 These are places where more than two in five people rely on means-tested benefits, where three-quarters of young people fail to get five good GCSEs, and where, across England as a whole, a million homes are empty or hard to fill.
- 3 Many neighbourhoods have been stuck in a spiral of decline. Areas with high crime and unemployment rates acquired poor reputations, so people, shops and employers left. As people moved out, high turnover and empty homes created more opportunities for crime, vandalism and drug dealing.
- 4 These neighbourhoods exist right across the country, north and south, rural and urban. They may be cut off on the edge of cities, or close to city centres and wealthy suburbs. They may be high-rise council estates, or streets of private rented or even owner-occupied homes.

Causes

- 5 As **Chapter 1** sets out, neighbourhood decline has been fuelled by a combination of factors. These have included economic change and the decline of old industries leading to mass joblessness, skills demands and entrepreneurship of new industries. At the same time, we have seen more family breakdown, the declining popularity of social housing and ever greater concentration of vulnerable people in poor neighbourhoods.
- 6 But Government policies have not been good enough at tackling these issues, and sometimes they have been part of the problem. Departments have worked at cross purposes on problems that required a joined-up response. Too much reliance was put on short-term regeneration initiatives in a handful of areas and too little was done about the failure of mainstream public services in hundreds of neighbourhoods. There was too little attention to the problems of worklessness, crime, and poor education and health services. Government failed to harness the knowledge and energy of local people, or empower them to develop their own solutions. There was a lack of leadership, and a failure to spread what works and encourage innovation.

Can anything be done?

- 7 It is a daunting task to turn around a problem that has been over twenty years in the making. But progress has to be made, both for the sake of people living in deprived neighbourhoods and the rest of society. It is both unfair, and economically wasteful, to have so many people suffering from ill health, crime, unemployment and failing schools.
- 8 The picture is not without hope. As **Chapter 2** sets out, over the past three years, economic prosperity and educational opportunity have increased not just in affluent areas, but right across the country. Unemployment has fallen faster than the national average in 19 out of the 20 highest unemployment areas. Of the most improving areas for literacy and maths, the majority are in deprived districts.

- 9 At a local level, there are some neighbourhoods where despite high levels of poverty and poor physical conditions, dramatic changes have been achieved on individual problems such as crime, health and jobs. This report highlights many of these examples – including a Neighbourhood Warden scheme in Hartlepool which cut crime by 35 per cent, a GP practice in Runcorn which has reduced the number of fatal heart attacks by 40 per cent, and an employment project in Harlesden which has got 2,000 clients into jobs. The challenge is to ensure many more neighbourhoods progress in tackling problems on all fronts.
- 10 The Government is under no illusions about the difficulty of doing this. That is why the Social Exclusion Unit was charged with developing a long-term comprehensive approach, working in an unprecedentedly open and consultative way involving 400 people from inside and outside Government in 18 Policy Action Teams, and thousands more in consultation events.
- 11 In parallel, the Government made poor neighbourhoods a big feature of the last Spending Review – making sure the Government invests the dividends of successful economic management in measures that will deliver social and economic improvement.

Vision, Goals and Strategy

- 12 This work has produced agreement on the vision that, within 10 to 20 years, no-one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing, and so different from what the rest of the population receives.
- 13 The vision is reflected in two long-term goals:
 - In all the poorest neighbourhoods, to have common goals of lower worklessness and crime, and better health, skills, housing and physical environment.
 - To narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.
- 14 **Chapter 3** sets out the overview of a more comprehensive approach to area deprivation than has been attempted before. There are three key dimensions to this:
 - new policies, funding and targets (described in **Chapter 4**);
 - better local co-ordination and community empowerment (described in **Chapter 5**); and
 - national and regional support (described in **Chapter 6**).
- 15 These chapters list 105 departmental commitments which are brought together in **Chapter 7**. The main points are summarised below.

I New policies, funding and targets

- 16 Following the Spending Review 2000, Whitehall departments will be judged for the first time on the areas where they are doing worst rather than on the national average. This document sets out a raft of commitments to policies, resources and targets, which can only be achieved if departments work well together, and with local communities and service providers. The Government's commitment to a platform of stability has created the opportunity for improved investment and public services for all. The challenge in deprived areas as elsewhere is to use this opportunity to generate better services, new jobs and a new culture of enterprise for all.

- 17 The key changes over the next three years, set out in **Chapter 4**, include:

Work and Enterprise

- 18 The Departments for Education and Employment (DfEE) and of Social Security have three-year targets to raise employment rates in the 30 local authority districts with the poorest initial labour market position to narrow the gap between these areas and overall rates, and to do the same for disadvantaged groups.
- 19 Key policies to achieve these targets for the next three years include: making the New Deal permanent; £40 million for 32 Action Teams for Jobs; a large investment in childcare and transport; making work pay through benefit and tax changes; the new Small Business Service and a £96 million Phoenix Fund to encourage enterprise in deprived areas; more funding and flexibility for Regional Development Agencies; and follow-up to the Social Investment Task Force.

Crime

- 20 The Home Office has a target to reduce burglary by 25 per cent and ensure no district has a burglary rate more than three times the national average. Policies to support this and other crime reduction objectives over the next three years include: a £1.6 billion increase in spending on the police by 2003–04; an £18.5 million Neighbourhood Wardens Fund; a three-year Crime Reduction Programme with over £200 million already committed to more than 1,000 projects; a new responsibility for Crime and Disorder Reduction Partnerships to tackle anti-social behaviour and improve reporting of racist crime; and a new National Drug Treatment Agency with funding over the next three years rising by an average of 10 per cent a year.

Education and skills

- 21 DfEE has targets to ensure that no Local Education Authority has fewer than 38 per cent of pupils getting 5 GCSEs at A*–C and that no school has fewer than 25 per cent of pupils getting 5 GCSEs A*–C by 2004. A further target will be set later in 2001 to ensure that no authority has fewer than a set percentage of pupils achieving the expected standards of literacy and numeracy.
- 22 Policies include: extending Sure Start to cover a third of infants by 2004; extending the coverage of the Excellence in Cities programme; creating a Children's Fund to work with vulnerable 5 to 13 year olds; creating the Connexions Service to keep 13 to 19 year olds in learning; establishing 6000 online centres; and an Adult Basic Skills Strategy aimed at helping 750,000 people improve basic skills by 2004.

Health

- 23 The Department of Health has committed itself to narrowing the health gap between socio-economic groups, and between the most deprived areas and the rest of the country. Specific targets will be set in 2001. Key policy changes over the next three years include: long-term investment through the NHS Plan with a 6.1 per cent increase in funding each year; making reducing health inequalities a key criterion for allocating NHS resources; incentives to recruit and retain primary care staff in deprived areas; 200 Personal Medical Service Pilots, mainly in deprived areas, to improve primary care; and a free national interpretation and translation service in all NHS premises through NHS Direct.

Housing and the physical environment

- 24 The Department of the Environment, Transport and the Regions has new targets, such as to reduce by 33 per cent the number of households living in non-decent social housing by 2004, with the most improvement in the most deprived local authority areas. Key measures include: an extra £1.6 billion investment in housing over the next three years; £80 million extra a year for housing management by 2003–04; expanding the transfer of local authority homes to Registered Social Landlords; and measures to tackle low demand and abandonment, including a clear lead role for local authorities and pilot funding of demolition by the Housing Corporation.
- 25 These actions complement the vision of an urban renaissance and measures set out in the Urban White Paper.

II Joining up locally and empowering communities

- 26 Second, it is essential to co-ordinate services around the needs of each neighbourhood if these resources and policies are to translate into real change. Despite all the money, people and initiatives that operate in deprived neighbourhoods, there has never been anyone to take responsibility for tackling their problems. **Chapter 5** sets out two ideas to meet these challenges:
 - **Local Strategic Partnerships (LSPs)** – a single body that brings together at local level the different parts of the public sector as well as private, voluntary and community sectors so that different initiatives and services support rather than contradict each other.
 - **Neighbourhood Management** may achieve this at an even smaller scale, with someone visibly taking responsibility at the sharp end.
- 27 The Government is supporting regeneration in the 88 most deprived local authority districts with an £800 million Neighbourhood Renewal Fund, and £45 million will be invested in at least two rounds of Neighbourhood Management pathfinders over the next three years.
- 28 Communities in the 88 most deprived districts will also get around £400,000 each over three years to help them to participate in LSPs through the **Community Empowerment Fund** (over £35 million in total), and **Community Chests** worth £50 million in total will fund local small grant schemes so communities can run their own projects.

III National and Regional Support

- 29 Finally, Government needs to be more joined up and to work with local partners in a totally new way. Government needs to support and monitor progress in local communities, spread news about successful projects, and change how Whitehall does things where that is necessary.

30 To support this, **Chapter 6** sets out the following key changes:

- The Government is setting up a new **Neighbourhood Renewal Unit (NRU)** to spearhead change across and outside Government, and make sure the Government delivers on its commitments. It will report to the Minister for Local Government, Regeneration and the Regions, and a Cabinet-level committee chaired by the Deputy Prime Minister.
- **Neighbourhood Renewal Teams in the Regions** will oversee local renewal strategies, administer funding and join up Government policy.
- **Neighbourhood Statistics** will help to track progress in neighbourhoods and identify those at risk of decline. This will begin shortly with the publication of ward-level figures.
- The NRU will create a **knowledge management system** to share evidence of what works, and ensure that people working on the ground have the necessary skills and training.

What will have changed?

- 31 It is easy to be sceptical about change. But recent achievements show what can be done.
- 32 Three years ago, there was no New Deal to tackle unemployment, no National Minimum Wage or Working Families Tax Credit, and no Sure Start or decent child development programme for infants. Many people could not get a basic bank account. Neighbourhood Wardens were just a good idea working in a few areas, but Government had done nothing to promote it. There was no youth policy, no-one in charge of targeting people at risk of dropping out of education, and children excluded from school often got no education at all. Radical change has now been made on all these fronts.
- 33 Over the next three years, the pace of change will be no less radical. There is a stable economy, an unprecedented investment in public services, and tough targets to deliver in the poorest places. Communities, local services, business and voluntary and faith groups are all ready and willing to participate. This Action Plan sets out the Government's new commitment to work with them to spread prosperity and opportunity more widely than ever before.

Chapter 1: Analysis

Chapter summary

The gap in living standards between the most deprived neighbourhoods and the rest of the country is wide, and grew through the 1980s and into the 1990s. This matters both to residents and more widely through its social and economic consequences. This chapter defines what is meant by deprived neighbourhoods, and sets out the scale and causes of their problems.

What the National Strategy is about

- 1.1 The purpose of the National Strategy for Neighbourhood Renewal is to tackle the unacceptably bad conditions in this country's poor neighbourhoods.
- 1.2 By focusing on the area aspects of social exclusion, it complements other social exclusion policies that look at particular groups, such as unemployed people, people from ethnic minorities, lone parents or older people, regardless of where they live.
- 1.3 By focusing on the social exclusion aspects of specific areas, it complements frameworks such as the Urban and Rural White Papers and local Government reform, which look at the overall needs of localities whether they are poor or not.

The gap between poor neighbourhoods and the rest of the country

- 1.4 Two past Social Exclusion Unit (SEU) reports have shown the large gap between England's most deprived neighbourhoods and the rest of the country.¹ The figures below show up-to-date examples of the disparity:
 - in the 10 per cent most deprived wards in 1998, 44 per cent of people relied on means tested benefits, compared with a national average of 22 per cent;²
 - in the 10 per cent most deprived wards in 1998, over 60 per cent of children lived in households that relied on means tested benefits;³
 - in 1998–99, the employment rate in Tower Hamlets was 55 per cent, compared with 74 per cent nationally;⁴
 - the domestic burglary rate in North Manchester in 1999–2000 was 24.8 per 1,000 population – compared with 8.7 nationally. Violence against the person was 37.8 per 1,000 population, compared with 11.4 nationally;⁵
 - in 1998, only 11 of the 488 schools with more than 35 per cent of pupils on free school meals attained the national average level of GCSE passes;⁶
 - during 1999, 26 per cent more people died from coronary heart disease in the 20 per cent most deprived Health Authorities than in the country as a whole;⁷
 - 43 per cent of all housing in the 10 per cent most deprived wards is not in a decent state, compared with 29 per cent elsewhere;⁸ and

- 19 per cent of all homes in the 10 per cent most deprived wards are in areas suffering from high levels of vacancy, disrepair, dereliction or vandalism, compared with 5 per cent of homes elsewhere.⁹

1.5 The boxes below give some key facts and definitions about deprived neighbourhoods:

KEY FACTS AND DEFINITIONS

What is a neighbourhood?

- The SEU's work has focused on deprivation at the neighbourhood level because this is where the sharpest disparities are seen. Looking at a larger scale, such as a region or local authority, conceals the most extreme pockets of deprivation.
- There is no exact definition of what makes a neighbourhood. Local perceptions of neighbourhoods may be defined by natural dividing lines such as roads and rivers, changes in housing design or tenure, or the sense of community generated around centres such as schools, shops or transport links. Neighbourhoods vary in size, but tend to be made up of several thousand people. Many are dominated by local authority or housing association property, but others have a higher proportion of privately-owned housing.
- To get an idea of what is going on at neighbourhood level, statistics from electoral wards are often used. This is only a proxy – but at the moment it is the best one we have. Some wards include several neighbourhoods and some neighbourhoods cross ward boundaries. Getting better statistics about small neighbourhoods is one of the priorities of the National Strategy.

How many poor neighbourhoods are there?

- Deprivation is a spectrum and there is no clear cut off below which a neighbourhood can be described as deprived, and above which it is not.
- However, the Government's Indices of Deprivation use the statistics we do have to rank England's wards by level of deprivation. There is little disagreement that the poorest 10 per cent of wards face very serious deprivation – with child poverty three times the national average.¹⁰ The poorest 10 per cent include 841 wards.

Where are the poorest neighbourhoods?

- There are deprived wards in every region, but the highest concentrations are in four regions: the North East (19 per cent of the most deprived wards), the North West (25.7 per cent), London (18 per cent), and Yorkshire and Humberside (9.4 per cent). The proportion of the regional population living in the most deprived wards in these regions is 35.9 per cent in the North East, 28.4 per cent in the North West, 18.8 per cent in London and 21.6 per cent in Yorkshire and Humberside.¹¹
- 82 per cent of the most deprived wards are concentrated in 88 local authority districts.¹² Most of these wards are in urban areas, one-industry or no-industry towns, and coal mining areas. However, at least 16 of the 88 most deprived districts contain substantial rural areas.¹³ The new Indices of Deprivation 2000 take more account of rural poverty than their predecessors.

KEY FACTS AND DEFINITIONS (continued)

Who lives in poor neighbourhoods?

- 70 per cent of all people from ethnic minorities live in the 88 most deprived local authority districts, compared with 40 per cent of the general population;¹⁴ and
- 18 per cent of England's children live in the most deprived 10 per cent of wards.¹⁵

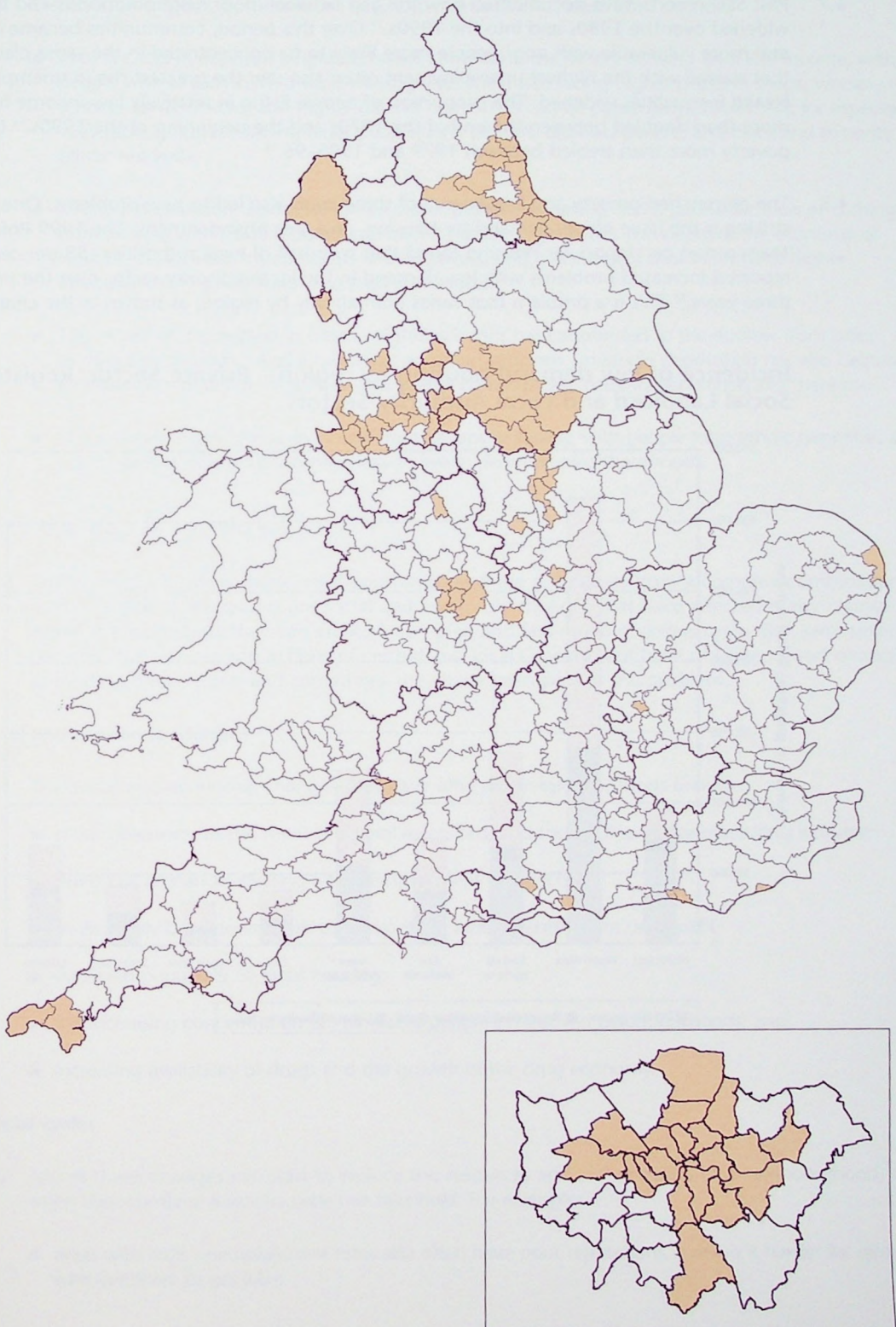
The table below shows the diverse range of people who live in some deprived neighbourhoods which were selected as pathfinders for the New Deal for Communities (NDC) programme. In particular, it demonstrates the over-representation of ethnic minorities and young people.

Diversity in NDC pathfinder areas¹⁶

	Ethnic minority (%)	Retired (%)	Under-16 (%)
Sandwell	29.9	18.6	22.8
Bradford	45.8	14.8	19.1
Nottingham	27.3	7.6	14.6
Manchester	5.0	15.6	26.4
Middlesbrough	2.6	14.1	25.2
Newham	33.3	14.3	24.2
Tower Hamlets	73.0	13.0	34.0
ENGLAND	5.9	18.2	20.5

No comparable figures exist for disability in deprived areas but the experience of individual NDC pathfinders is that disabled people are also over-represented. For instance, in the Middlesbrough NDC area, the claim rates of Incapacity Benefit and Severe Disability Allowance were twice the GB average in 1998.

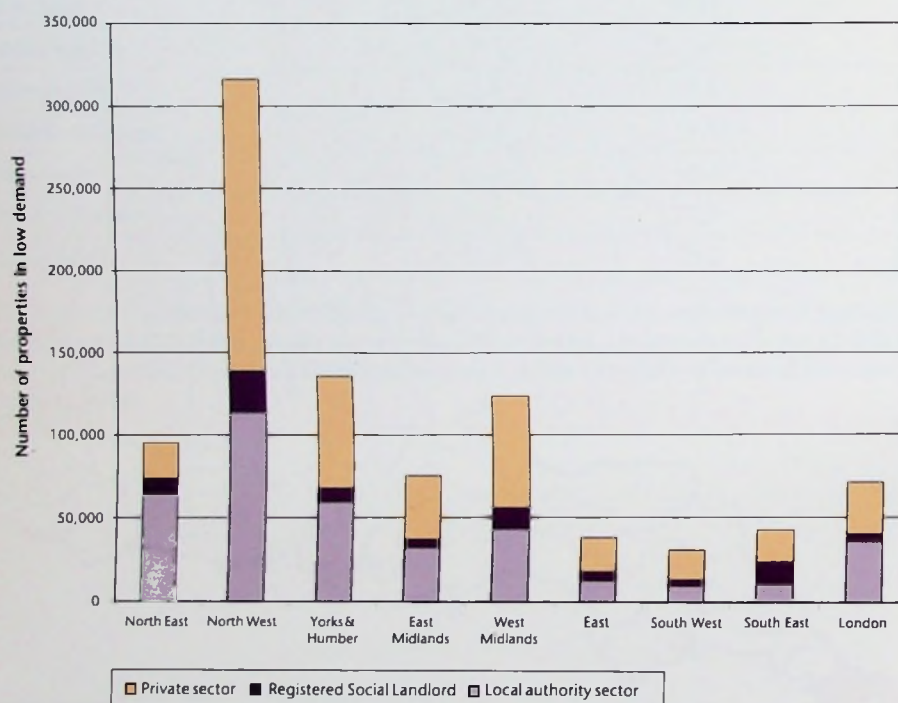
1.6 The map below illustrates the location of the 88 most deprived local authority districts:



Trends

- 1.7 Past SEU reports have documented how the gap between poor neighbourhoods and the rest widened over the 1980s and into the 1990s.¹⁷ Over this period, communities became less mixed and more vulnerable with poor people more likely to be concentrated in the same places. Places that started with the highest unemployment often also saw the greatest rise in unemployment. Health inequalities widened. The proportion of people living in relatively low-income households more than doubled between the end of the 1970s and the beginning of the 1990s.¹⁸ Child poverty more than trebled between 1979 and 1995-96.¹⁹
- 1.8 The entrenched poverty and breakdown of some areas also led to new problems. One of the most striking is the issue of low demand for housing, and area abandonment. The 1999 Policy Action Team report on Unpopular Housing found that over half of local authorities (58 per cent) had reported increased problems with low demand in the local authority sector over the previous three years.²⁰ This is a problem that varies dramatically by region, as shown in the chart below.²¹

Incidence of low demand housing by region – Private Sector, Registered Social Landlord and Local Authority Sectors



Why it matters

1.9 Deprivation matters both to those who experience it and those who do not.

- Poor services in deprived neighbourhoods compound the misery of living on a low income, with people who already have trouble making ends meet also facing higher prices in shops, worse schools, fewer doctors and higher rates of crime. This can be particularly problematic for especially vulnerable groups including older people, lone parents, disabled people, and black and minority ethnic residents.
- Multiple deprivation blocks the routes out of poverty, as having had a poor education or coming from an area with a bad reputation makes it harder to get a job. This deprives the economy of workers, customers, entrepreneurs and taxpayers, and costs society dear in terms of higher unemployment, poor health and high crime rates.
- The extent of deprivation in urban neighbourhoods has contributed to the outflow from cities to the edge of town.²² And it is not just an urban problem – multiple deprivation has also become increasingly marked in some rural and coastal communities, causing population loss there too.
- The problem bears unequally on different groups in society, with people from ethnic minorities and young people disproportionately likely to live in deprived neighbourhoods.

Why the gap is so wide

1.10 The wide gap between poor neighbourhoods and the rest results from a complex combination of factors. Some of the factors are social and economic changes that have affected many countries. When these combine they can create a complex and fast-moving vicious cycle. But, over several decades, the policies and actions of central and local Government have not been good enough at tackling these issues; and sometimes they have been part of the problem.

Social and economic changes

1.11 The social and economic changes that have affected neighbourhoods include:

- mass joblessness as the result of several recessions, and the decline of manufacturing industry;
- rising skill demands affecting future employment prospects;
- more family breakdown, with the majority of lone parents reliant on benefit;
- declining popularity of social housing;
- the increasing concentration of vulnerable people in deprived neighbourhoods; and
- increasing availability of drugs and the growth of the drug economy.

Vicious cycles

1.12 Any of these changes can start to reduce the resources and sustainability of a neighbourhood, and when they combine a vicious cycle can take hold. For example:

- areas with high unemployment rates also often have poor reputations, making it harder for people who live there to get jobs;

- if you know few other people with jobs, you have less access to the networks that often help to find employment;
- if a community is under pressure, its public services are put under strain too, just when they are most needed;
- if the income of an area goes down, it is less likely to be able to sustain shops and banks, but has more need than ever of access to credit and good value shops; and
- if people start to leave an area, high turnover can destabilise communities, and if properties are not filled, desertion creates a deteriorating physical environment and more opportunity for crime.

Government policies

1.13 Work on the Action Plan has identified six key barriers which have prevented past efforts achieving a step change:

- Failure to address the problems of local economies.
- Failure to promote safe and stable communities.
- Poor core public services, such as health, education etc.
- Failure to involve communities.
- Lack of leadership and joint working.
- Insufficient information and poor use of it.

i) Failure to address the problems of local economies

1.14 No neighbourhood will ever be sustainable if the underlying economics cannot be made to work. Some of the ways in which past policies have been weak on this are set out below.

- A boom and bust economy.
- Not tackling the barriers to work, such as lack of skills, transport, childcare and discrimination.
- High rents making some social housing areas affordable only to those on benefits.
- Poor links between housing planning and economic development.
- Too little attention to links between neighbourhoods and wider local and regional economies.
- Failure to attract business in to capitalise on the under-used resources – people, buildings and land – as well as under-served consumer markets.

ii) Failure to promote safe and stable communities

1.15 Efforts to regenerate poor neighbourhoods often failed because crime and other threats to communities' well-being were not properly addressed. The threats included:

- Poor housing and neighbourhood design which made places hard to supervise, and allowed crime to flourish.

- Unclear responsibility for dealing with anti-social behaviour, or racial harassment.
- Poor educational and leisure opportunities for young people, and a failure to support vulnerable children, or to tackle truancy and school exclusion.
- The growing problem of low demand for housing and abandonment.

iii) Poor core public services

- 1.16 Though tackling crime and economic decline is essential, there are a whole range of other services that need to be adequate in deprived neighbourhoods if they are to become places where people can prosper and want to stay.
- 1.17 However, the poorest areas have often received the poorest public services. Many professionals acknowledge that services are struggling – and the statistics bear this out. For example, of the 488 schools with more than 35 per cent of pupils on free school meals, only 11 attained the national average level of GCSE passes in 1998.²³ There are 50 per cent more GPs per head in Kingston and Richmond or Oxfordshire than in Sunderland or Barnsley, after adjusting for the age and needs of their respective populations.²⁴
- 1.18 The reasons for weak services in poor neighbourhoods include:
- too many special programmes and short-term initiatives rather than a comprehensive, sustained response through mainstream services;
 - failure to focus on outcomes;
 - national targets that focused on averages and concealed wide variations;
 - insufficient funding of main programmes;
 - failure to give staff adequate training and support, financial rewards or recognition; and
 - failure to encourage innovation and spread 'what works'.

iv) Failure to involve communities

- 1.19 As the good practice examples in this document show (see **Chapter 2** and **Annex F**), neighbourhood renewal starts from a proper understanding of the needs of communities. Communities need to be consulted and listened to, and the most effective interventions are often those where communities are actively involved in their design and delivery, and where possible in the driving seat. Often, this applies as much to 'communities of interest' – like black and minority ethnic groups, faith communities, older or younger people, or disabled people – as it does to geographical communities. The report on the Stephen Lawrence inquiry points to some important lessons for all service providers in how institutions need to do better for black and minority ethnic groups.²⁵
- 1.20 But all too often – in the interest of quick results – change has been imposed from above without proper understanding of what the problems are, or there has been no support for communities to get involved. Money goes into the neighbourhood, and leaves it again almost instantly as no funding and no jobs go directly to residents.

v) Lack of leadership and joint working

1.21 Lack of leadership and joint working has compounded all the problems already described. Until now, no one institution, at local, regional or national level, has had clear responsibility for the fate of deprived neighbourhoods. This has had a number of consequences:

- policy gaps or contradictions, as issues that straddled several departmental boundaries were neglected, or addressed in an uncoordinated way;
- 'partnership-itis', as central departments kept on inventing new delivery and strategy bodies for local implementation;
- no clear strategy, goals or accountability; and
- frustration for residents and external partners as each agency 'passed the buck'. This has meant that residents, businesses and others could not hold anyone to account, and did not know who to turn to if they wanted to get involved in improving a neighbourhood.

vi) Insufficient information and poor use of it

1.22 Failure to collect and share information about deprived neighbourhoods has contributed to policy failures:

- the growing scale of neighbourhood deprivation was not identified early or powerfully enough;
- information has not been connected up across different professional boundaries, such as on jobs, education, crime, health, housing and the physical environment, and other local issues – yet success in one field is often dependent on what is happening elsewhere;
- policies did not reflect an understanding of how neighbourhoods change over time, for instance how housing markets, school results and availability of private services influence choice;
- failures and successes of mainstream programmes and special interventions have often gone unidentified; and
- the knowledge that is available has not been well disseminated to those who need to know, to prevent people from 're-inventing the wheel'.

The Government's response

1.23 Work on the National Strategy has produced wide-ranging agreement on the causes of the problem, as summarised in this chapter, as well as some powerful examples of things that are being tried and found to work on the ground. The next chapter sets out a summary of some of these examples; later chapters explain how new policies and resources will be brought to bear on the problems of poor neighbourhoods, and how this will be joined up at local and national level.

■ Chapter 2: Success and good practice

Chapter summary

This chapter highlights a number of good examples of successful local initiatives that tackle problems faced by deprived neighbourhoods. Alongside this, the Government has also seen many of its policies turn into results and this chapter focuses on some key successes.

- 2.1 The previous chapter analysed the causes of neighbourhood deprivation and discussed why past policies have not reversed the downward trend in deprived neighbourhoods. It is vital that we recognise these failures and learn lessons for the future. But it would be wrong to suggest that there are no success stories to learn from.
- 2.2 Work on Policy Action Teams and the National Strategy has identified numerous examples of local initiatives that have been enormously successful in improving life in deprived areas. Examples are listed in more detail in **Annex F**, but this chapter highlights a handful as well as setting out how national action is beginning to show results too.

Local good practice

Jobs and local economies

- 2.3 **Annex F** lists a wide range of local initiatives to improve employment in poor neighbourhoods. They include Dingle Opportunities Ltd, set up following the decline of the port of Liverpool, to help local people find work. Among a range of activities, the company introduced small grants to help people overcome particular barriers to work and supported business start-ups. In addition, it developed a skills database to match skills to jobs. The organisation has supported over 250 local businesses since it began, and has led to the creation of more than 42 new ones. The 'LEAP' organisation in Harlesden has seen similarly positive results, placing 2,000 local people into jobs since 1993. Other examples in the annex include a church charity in Peckham which uses house calls to find people missed by other job schemes, projects in Manchester, Haringey and Wiltshire to remove transport barriers to work, a Northolt scheme to help young mothers back to work and a Grimethorpe jobshop that helps clients with CVs and interview skills in a supportive community environment.

Crime

- 2.4 Many of the most successful approaches to crime now being put into practice draw on rigorous use of information about where crimes are committed, and creative thinking about how to increase preventive and protective factors. Examples in **Annex F** include the Safer Estates Task Force in Pennywell, Sunderland. In 1997, Pennywell suffered from a burglary rate 40 times the national average. The Task Force – a partnership between police, the local authority and local Single Regeneration Budget (SRB) projects – collaborated to address the problem. Since then, burglary and juvenile disorder have been reduced by about half. Numbers leaving the estate have fallen substantially, with new tenants staying longer. **Annex F** also includes examples of an anti-truancy project in Newham that has reduced youth crime rates in school hours by a third, a Leicester scheme that cut commercial crime by a third, a focus on hoax calls to the fire service that cut rates by 80 per cent in Merseyside and a Hartlepool Neighbourhood Warden scheme which cut crime by 35 per cent over three years.

Skills

- 2.5 **Annex F** lists a wide range of approaches which are making a difference in skills and education. One example is Argyle Primary School in London which faced a broad range of problems in 1993, including unsatisfactory teaching in core subjects and average annual attendance of only 72 per cent. A new head took over the school, and introduced a programme of change, giving clear leadership, and involving parents and staff in key decisions. The school received an outstanding OFSTED report in 1997.
- 2.6 Other examples include a project using football clubs as a basis for study support, approaches that are working in Moss Side and Devon and Cornwall with young people at risk of exclusion and underachievement, and projects in Hackney, Manchester and Leeds that are re-engaging adults in learning.

Health

- 2.7 Some health initiatives have achieved dramatic results through better use of data. In the early 1990s, a GP practice in a deprived area of Runcorn covered a population with high death rates from cardiovascular and coronary heart disease (CHD). A new approach to prevention was adopted and patients at risk of heart attacks were identified and encouraged to start taking steps proven to reduce the risk of an attack. Within three years, the number of non-fatal heart attacks had nearly halved, and the number of fatal heart attacks had fallen by over 40 per cent. The new approach has been introduced throughout the Primary Care Group, with numbers of fatal heart attacks rapidly reducing as a result. A similar approach in Northumberland is expected to prevent up to 250 strokes or heart attacks over the next five years.
- 2.8 Other examples in **Annex F** include an initiative in Sunderland that brought two GPs to a deprived area and saw Accident and Emergency service use fall by 42 per cent, a community health project in Waltham Forest that cut prescribed medication use by 33 per cent, a Haringey medical practice which has set up a telephone interpretation service to allow Turkish speakers to communicate with their GP, and a health visitor led project in Falmouth which has improved breastfeeding rates and reduced post-natal depression.

Housing and physical environment

- 2.9 Many of the examples of housing and environmental improvements listed in **Annex F** demonstrate the importance of attention to the basics. For example, good on-the-spot management and 'super-caretakers' have radically reduced complaints in Broadwater Farm estate, while better management in a Birmingham estate reduced re-let times from the slowest in the city to the third fastest.
- 2.10 Other examples listed in **Annex F** include action in Manchester and Mansfield to market rented housing more effectively so as to create more mixed communities, physical redesign in Hulme, Hackney, Bristol and Morecambe and projects in Middlesbrough and Sandwell to improve housing so as to tackle respiratory problems.

Partnership working and community involvement

- 2.11 Community involvement and partnership working are key factors in the success of many of the examples in **Annex F**. Since 1992, Area Co-ordination in Coventry has brought together a range of public agencies to ensure services support regeneration and work together in a joined-up way in partnership with local people.
- 2.12 Projects in Waltham Forest and in Bristol have changed the ways that services are delivered, while initiatives in Edinburgh and Hammersmith ensure that local people influence decision-making in their areas.

National results

- 2.13 These local success stories are mirrored by positive signs nationally, where Government programmes like the New Deal and the drive to improve school standards are already having an impact, even – and often especially – in the most disadvantaged areas:

Results

- Employment has increased over the last year by 354,000, meaning 1,071,000 more people in work since spring 1997. It is at its highest ever level of 27.97 million.²⁶
- Up to December 2000, 254,000 young people have found work through the New Deal (including 28,700 from black and minority ethnic groups).²⁷
- Unemployment has fallen faster than the national average in 19 of the 20 highest unemployment areas.²⁸
- In Tower Hamlets in 1999, 17,000 more people were in work than in 1997 – a rise of 8.6 percentage points.²⁹
- Local Crime and Disorder Strategies are already having an impact in deprived areas. For instance, in Manchester, burglary fell by 11 per cent and car crime by 6 per cent in their first year.³⁰
- Domestic burglary has fallen by nearly a quarter since 1997, to the lowest level for ten years. Vehicle crime has fallen by 17 per cent since 1997. Overall crime remains 6 per cent lower than in 1997.³¹
- All LEAs in deprived areas improved both their Key Stage 2 Maths and English performance between 1998 and 2000.³²
- 44 LEAs in the most deprived 88 areas improved their Key Stage 2 Maths performance by 14 per cent or more between 1998 and 2000. The most improved area was Tower Hamlets, with an improvement of 23 per cent.³³
- 24 LEAs in deprived areas improved their Key Stage 2 English performance by 11 per cent or more over the same period.³⁴
- Education Action Zones (EAZs) have achieved improvement at 4 per cent above the national average on Key Stage 2 Maths; improvement in GCSE results at twice the rate outside the zones; and significantly improved attendance in many Education Action Zone schools, especially Sheffield, Newham and Wigan.³⁵
- The number of pupils permanently excluded from school fell by nearly 2,000 in 1998–99, with the gap between exclusion rates for black children and other children falling.³⁶
- In 1998–99, around 14,600 people in Health Action Zones set a date to quit smoking through smoking cessation services, with 39 per cent reporting themselves successful at a four-week follow-up.³⁷

- 2.14 The New Deal for Communities, launched as a pathfinder programme in 1998 for the National Strategy for Neighbourhood Renewal, has already started to offer some useful 'lessons learnt'. It has shown that it is possible for partnerships whose boards have a majority of community representatives to run a major neighbourhood renewal programme successfully, and that communities and key public agencies must both be involved in renewal programmes. It has also demonstrated that true community involvement takes time, and that if programmes are to deliver change, they must focus on delivery and need people with strong skills in programme management. The programme has already delivered results, with radical changes in the delivery of 'street services' (e.g. refuse collection) in Barton Hill, Bristol, and with action to reduce crime in Manchester.
- 2.15 **Chapter 3** explains how these successes will be built on to secure sustained improvements in the quality of life in deprived areas.

■ Chapter 3: Strategy

Chapter summary

This chapter outlines the three key dimensions of the Government's National Strategy for Neighbourhood Renewal: new national policies, funding and targets to tackle the root problems of unemployment, crime and poor services, new ideas to empower communities and join up action locally, and new structures to provide national and regional leadership.

- 3.1 **Chapter 1** set out the scale and intensity of problems facing hundreds of neighbourhoods in this country. **Chapter 2** showed examples of what is being achieved in some areas. The issue is how to replicate these successes in all the neighbourhoods where conditions are unacceptably bad. This was the objective for the National Strategy for Neighbourhood Renewal commissioned by the Prime Minister in September 1998.
- 3.2 This work has been pursued through an unprecedented exercise in joint working within and outside Government. 18 Policy Action Teams (PATs) were set up to look at policy problems affecting deprived neighbourhoods, bringing together civil servants and experts from local Government, the voluntary and community sectors, and others living or working in deprived areas. Around 85 per cent of the Teams' recommendations have been accepted, and just over 10 per cent have been accepted in part or are under consideration.³⁸ Many are already being implemented and making a difference on the ground. Details of these are set out in the PAT Audit, to be published in the next few weeks.
- 3.3 The ideas from the PATs contributed to a framework version of the National Strategy, which was published in April 2000 and was the subject of wide consultation.³⁹ The support and ideas put forward during consultation have been critical in developing this action plan.
- 3.4 In parallel, many of the same issues were discussed in a special Treasury-led Spending Review on 'Government Interventions in Deprived Areas' which fed into the key resource decisions and target setting announced in July 2000.⁴⁰

Vision and long-term goals

- 3.5 This process has produced a wide consensus around a vision of how life should change in deprived areas. The Government's vision for the National Strategy is that within 10 to 20 years, no-one should be seriously disadvantaged by where they live. There will always be some people and places that are poorer than others, but:
 - we should be able to arrest and reverse the wholesale decline of deprived neighbourhoods, and prevent it from recurring;
 - it should no longer be accepted as routine that people on low incomes should suffer conditions and services that are failing and so sharply different from what the rest of the population receives;
 - all neighbourhoods in the country should be free of fear, and be somewhere people can see a future for their family; and
 - we should not have neighbourhoods where so many people's number one priority is to move out.

3.6 This vision is reflected in two long-term goals:

- to have lower worklessness; less crime; better health; better skills; and better housing and physical environment in all the poorest neighbourhoods; and
- to narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.

Consultation on the National Strategy framework showed substantial support for these goals. The inclusion of housing and the physical environment as an additional outcome following the consultation recognises the poor state of housing and the physical environment in many deprived areas, and the part it plays in social exclusion.

The Strategy

3.7 These two long-term goals become **Commitment 1** of the Action Plan. They are unashamedly long term and the country is a long way from meeting them at the moment. Quantified ten-to-twenty year targets will not be set for another two to three years. But this document sets in place the foundations which will enable the Government and communities to chart their path towards this vision, and clear success measures for the next three years. The strategy has three main elements:

- new policies, funding and targets to tackle problems such as unemployment, crime and poor services;
- effective drivers of change at local and community level; and
- national leadership and support.

3.8 What follows sets out briefly what is meant by each of these and how it differs from what has gone before. The three strands are covered in more detail in **Chapters 4, 5 and 6** respectively.

I Policies, funding and targets

3.9 Following the 2000 Spending Review and the work of the PATs, every department with an impact on the key problems of deprived neighbourhoods has new policies, new funding and new targets as a focus for their efforts.

3.10 These targets are part of the Public Service Agreements (PSAs) to which Government departments have committed themselves in return for resources from the Treasury. This means that neighbourhood renewal is being placed at the heart of the agenda for each department.

3.11 For each of these targets, the Government department identified will have lead responsibility. But they will have to work closely with other departments, as well as stakeholders at local authority and neighbourhood levels, to achieve them. Departments will be working up and publishing implementation strategies that will set out how they will achieve them. A full set of targets is laid out in the table at the end of this chapter. The Social Exclusion Unit (and in due course the Neighbourhood Renewal Unit) will publish on its website lists of all of the areas affected by national targets as they are announced.

- 3.12 Local Strategic Partnerships (LSPs), described in Paragraphs 3.14 to 3.17 below (and in detail in **Chapter 5**), provide a way for local areas to take ownership of these targets and to set their own ambitious targets for deprived neighbourhoods. One way of giving such targets added bite (especially for local authorities) would be to incorporate them into a local PSA and/or Best Value Performance Plan.⁴¹
- 3.13 The five boxes that follow summarise briefly the national policies, funding and targets which have already been decided to address the barriers listed in **Chapter 1**, tackling the issues of economies, crime and poor services.

Employment and economies

On employment, the main changes in the wake of the Spending Review include: making the New Deal permanent; new tax and benefit measures to make work pay, creating 32 new Action Teams for jobs in high unemployment areas with £40 million funding (to October 2001); £379 million from the Lottery for childcare; a £96 million Phoenix Fund to support business start-ups in deprived areas; and more flexibility for Regional Development Agencies, who are to receive around £500 million extra a year by 2003–04. The Government is also consulting on the Social Investment Task Force's proposal for a Community Investment Tax Credit.

These changes are reflected in key three-year targets, including: improving the economic performance of each region; generating more sustainable enterprise in disadvantaged communities; increasing the employment rates of disadvantaged groups; narrowing the gap between these rates and the overall rate; increasing employment rates in 30 local authority districts; and narrowing the gap between these and overall rates.

Crime

The Spending Review announced that drug treatment funding would increase by some 10 per cent a year in real terms over the next three years, and spending on police would be £1.6 billion higher by 2003–04.

Policies with particular relevance to poor neighbourhoods include a new National Drug Treatment Agency; a new responsibility for Crime and Disorder Reduction Partnerships to tackle anti-social behaviour and improve reporting of racist crime; and an £18.5 million fund for Neighbourhood Warden schemes.

The Home Office's target affecting deprived neighbourhoods is to reduce domestic burglary by 25 per cent, with no local authority district having a rate more than three times the national average (by 2005).

Education and skills

The key policy changes following from the Spending Review include: extending Sure Start to cover a third of infants by 2004; extending the Excellence in Cities programme; a new entitlement to out-of-hours Study Support for secondary pupils; a Children's Fund to work with vulnerable 5 to 13 year olds; and creating a Connexions Service to keep 13 to 19 year olds in learning. For adults, measures include creating 6,000 new online centres, and an Adult Basic Skills strategy aimed at helping 750,000 people improve basic skills by 2004.

By 2004, spending on education and training will be over £11 billion higher than 2000. Relevant targets include: reducing to zero the number of Local Education Authorities (LEAs) where fewer than a set percentage of pupils achieve the expected standards in literacy (the percentage will be set later in 2001); and to have at least 38 per cent of pupils in every LEA obtaining five or more GCSEs at A*-C, and at least 25 per cent in every school.

Health

The Department of Health has an objective to narrow the health gap in childhood and throughout life between socio-economic groups and between the most deprived areas and the rest of the country. Targets will be developed in consultation with external stakeholders and experts early in 2001.

The key measures in the NHS Plan affecting deprived areas include: new incentives to recruit and retain primary care staff in deprived areas; 200 new Personal Medical Service schemes, mainly in deprived areas; a free national translation and interpretation service available in all NHS premises; new help for smokers, including tough goals for reducing smoking by 2010; and a National School Fruit Scheme to provide young school children with a fresh piece of fruit every school day. The Government's teenage pregnancy strategy aims to halve the rate of teenage conceptions among the under-18s by 2010.

Spending on the NHS will rise by 6.1 per cent a year in real terms over the next three years. By 2004, spending will have risen by £12 billion. The NHS Plan set out a commitment to make reducing health inequalities a key criterion for allocating NHS resources.

Poor housing and physical environment

The key measures to improve housing and physical environment include: an extra £1.6 billion investment in housing over the next three years, expanding the transfer of local authority homes to housing associations; and an extra £80 million for housing management by 2003-04. Local authorities have been given a clearer lead role in preventing and tackling abandonment and the Housing Corporation is piloting the funding of demolition to ensure supply does not exceed demand.

The Department of the Environment, Transport and the Regions (DETR) is committed to a target of reducing by 33 per cent the number of households living in non-decent social housing, with most improvement in the most deprived areas, by 2004.

II Effective drivers of change at local and community level

Local Strategic Partnerships

- 3.14 National programmes are part of the answer but not the whole of it. Action needs to be joined up locally, in a way that is accountable to communities and encourages them to take the lead. A central part of the Strategy is the creation of LSPs which will bring together local authorities and other public services as well as residents and the private, voluntary and community sector organisations.
- 3.15 LSPs will be the key to developing and implementing local strategies. Their job will be to identify which neighbourhoods should be prioritised, find the root causes of neighbourhood decline, develop ideas on how organisations and individuals can improve things, and implement agreed actions.
- 3.16 Through the LSP, partners – such as the local education authority, health authorities and police – might find ways to be more responsive to what communities really want; rationalise activity to cut down on bureaucracy and waste; jointly fund a new service; or introduce new ways of working such as sharing information, premises or even budgets. LSPs will also be able to set local targets for improving outcomes in deprived neighbourhoods. They provide a means to allow partners to link existing local partnerships and plans, bringing strategic functions together.
- 3.17 The Government has created the £800 million Neighbourhood Renewal Fund, available to the 88 most deprived local authorities, and having an LSP in place will be a condition of funding from 2002. In addition, the Government will be providing around £400,000 over three years from a new Community Empowerment Fund (over £35 million in total) for communities in each of these areas, specifically for community involvement in LSPs.

Neighbourhood level

- 3.18 LSPs will need to complement their strategic activity with a focus at neighbourhood level. There are a range of models for this, including Neighbourhood Management. This involves devolving power down to a single person or neighbourhood institution, and might involve making service level agreements, running local services or managing a devolved budget. The Government is piloting this idea in at least two rounds of pathfinders with £45 million funding over the next three years. The bidding guidance for this is being launched in parallel with this document.

Community groups and social entrepreneurs

- 3.19 To support community groups and social entrepreneurs, the Government will be introducing a fund of £50 million over three years to set up local 'Community Chests' to provide small grants for community organisations in deprived areas. (This is additional to the Community Empowerment Fund described in Paragraph 3.17). More details of this will be released shortly, as well as proposals to reduce bureaucratic barriers to funding (e.g. a website providing information on Government funding, and moving toward standardised application forms and procedures for small grants).
- 3.20 The Neighbourhood Renewal Unit will publish proposals about a learning and development strategy for all those involved in neighbourhood renewal including social entrepreneurs and community activists. Social entrepreneurs would also be eligible for help from the Community Development Venture Fund (described in Chapter 4).

III National leadership and support

- 3.21 Lack of leadership and poor joint working at national level have bedevilled past efforts at regeneration. The Prime Minister announced in September 2000 the setting up of a Neighbourhood Renewal Unit in the DETR to spearhead the follow-up of the National Strategy. It will report to the Minister for Local Government, Regeneration and the Regions and a cross-departmental group of senior Ministers, chaired by the Deputy Prime Minister, will oversee its work.
- 3.22 The Unit will have an open and outward-looking approach, and will be staffed by a mixture of civil servants and those with experience from outside. It will monitor the implementation and further development of the Strategy, and be responsible for a number of the funding streams described in this document.⁴²
- 3.23 At regional level, the Unit will work closely with Neighbourhood Renewal Teams in Government Offices for the Regions (GOs). Those teams will be the main interface with LSPs, as well as joining up regional activity, working closely with Regional Development Agencies and other regional players. The NRU and Neighbourhood Renewal Teams in GOs should be up and running later in 2001.
- 3.24 The information barriers described in **Chapter 1** will also be addressed. The NRU will lead a Skills and Knowledge strand of the Strategy to ensure that knowledge about what works is properly collected, disseminated and applied. And the Office for National Statistics has received £35 million of extra funding to develop Neighbourhood Statistics, which can be used to diagnose, address and track the problems of very small areas.
- 3.25 The table overleaf summarises the key PSA targets for deprived areas:

Public Service Agreement Targets

Issue	Govt lead	Local lead	Target
Jobs	DfEE/DSS	Employment Service, New Deal partnership, Action Teams for Jobs	Increase employment rates of 30 local authority districts with the poorest initial labour market conditions and narrow the gap between these and overall rate ⁴³
	DTI	Small Business Service	Generate more sustainable enterprise in disadvantaged communities ⁴⁴
	DfEE/DSS	Employment Service, New Deal partnership, Action Teams for Jobs	Increase the employment rates of disabled people, lone parents, ethnic minorities and over-55s, and narrow the gap between these rates and the overall rate ⁴⁵
	DTI/DETR	Regional Development Agencies	Improve the economic performance of all regions, measured by the trend growth in each region's GDP per capita ⁴⁶
Crime	Home Office	Crime and Disorder Reduction Partnerships	Reduce domestic burglary by 25 per cent, with no local authority district having a rate more than three times the national average (by 2005) ⁴⁷
Education	DfEE	Schools and Local Education Authorities	Reduce to zero the number of local education authorities (LEAs) where fewer than x per cent of pupils achieve the expected standards of literacy and numeracy ⁴⁸ (x to be set in 2001)
	DfEE	Schools and Local Education Authorities	Increase the percentage of pupils obtaining five or more GCSEs at A*-C, with at least 38 per cent to achieve this standard in every LEA, and at least 25 per cent in every school ⁴⁹
Health	DH	Health authorities/ Primary Care Trusts and Primary Care Groups/ local authorities	To develop targets in 2001 to narrow the health gap in childhood and throughout life between socio-economic groups and between the most deprived areas and the rest of the country. Targets will be developed in consultation with external stakeholders and experts early in 2001 ⁵⁰
Housing and the environment	DETR	Local authorities and Registered Social Landlords	Reduce by 33 per cent the number of households living in non-decent social housing, with most improvement in the most deprived local authority areas, as part of a comprehensive regeneration strategy, by 2004 ⁵¹
Environment	DETR	Local authorities	Improve air quality in the most deprived areas so that it meets the objectives and targets prescribed in the Government's Air Quality Strategy in line with the dates set out in the Strategy
Environment	DETR	Local authorities	Increase by 2003 the recycling and composting of household waste as set out in the Government's Waste Strategy

What will change and where?

- 3.26 This Strategy represents a huge change in the pace and scale of the Government's attack on deprivation. It combines action and resources to tackle individual problems such as unemployment, crime and poor services, as well as new mechanisms to empower residents, and join up action on the ground and in Whitehall. It offers a major shift in approach, away from regeneration programmes shoring up poor public services in only a few areas, towards ensuring high quality public services in all neighbourhoods.
- 3.27 People on the ground will see a difference in that for the first time someone locally will be prepared and empowered to take responsibility for the many joined-up problems that the poorest neighbourhoods face. LSPs and Neighbourhood Management will be a 'single door to knock on' so people with a point to make are not passed endlessly from pillar to post. There will be genuine opportunities for residents to get involved in designing local strategies and communities will have their own resources to support them in this.
- 3.28 In parallel, residents will see further improvements in local and regional economies, new ideas like Neighbourhood Wardens and IT centres coming on stream, and improvements in the quality of core public services such as schools, health and policing. Areas that suffer from the worst performance at the moment will see standards brought up to minimum floors.
- 3.29 The Government expects the National Strategy to have an impact in raising standards in thousands of poor neighbourhoods. This is because the changes to main programmes described in the next chapter are not limited to the 88 local authority districts that receive money from the Neighbourhood Renewal Fund. In addition to assessing achievement of the national PSA targets, the Government will be monitoring outcomes on health, education, crime, jobs and housing in the poorest 10 per cent of wards, to judge progress on the Strategy.
- 3.30 The conditions in the poorest 10 per cent of wards are likely to be the measure for setting the 10-to-20 year goals. The composition of this group may change over time as the aim of the National Strategy is to narrow the gap between the average and the poorest neighbourhoods, whichever they may be at any time. It is not simply about 'shuffling the pack' so that a new group of places becomes the poorest.
- 3.31 **Chapter 4** describes in more detail the national policies, funding and targets which underpin the Strategy. **Chapter 5** explores new ways of empowering communities and joining up action locally. **Chapter 6** sets out how Government at national and regional level will support the Strategy.

Chapter 4: New policies, funding and targets

Chapter summary

This chapter highlights the key policies, funding and targets which will drive neighbourhood renewal.

- 4.1 This chapter provides a guide to the main ways the Government is trying to help tackle problems at the local level, to spread the kind of ideas and success illustrated by the examples in **Chapter 2** and **Annex F**. These are in the form of **Government commitments to neighbourhood renewal**, of which there are more in **Chapters 5 and 6**, and which are brought together in **Chapter 7**.

Tackling worklessness and supporting weaker economies

- 4.2 The Government's Welfare to Work strategy, the various New Deals, the new Regional Development Agencies (RDAs), and benefit measures to ensure people are better off in work are all powerful tools to help people into jobs.

Regional economies

- 4.3 There is a vital role for the **RDAs**. These are business-led regional bodies which aim to improve the economic performance and growth of England's regions and support sustainable development.
- 4.4 As part of the Spending Review 2000 (SR2000), the RDAs have been asked to take on an expanded role, as strategic leaders of regional economic development. They have each drawn up Regional Strategies, setting out their priorities for economic development and regeneration in their regions. The London Development Agency (LDA) is preparing London's economic strategy for the Mayor. RDAs will benefit from a larger and more flexible budget of around £500 million more per year by 2003–04. There will be targets and objectives for the RDAs to be delivered with the single budget (**Commitment 2**).
- 4.5 There will be a seamless service to employers wishing to set up large-scale local enterprise (led by RDAs). This will encourage inward investment, particularly in areas of relatively high unemployment (**Commitment 3**). This will help to deliver the joint Department of the Environment, Transport and the Regions (DETR)/Department of Trade and Industry (DTI) target to improve the economic performance of every region over 2001–04 (**Commitment 4**).
- 4.6 For more rural areas, the Government also recently announced the creation of the **New Deal for Market Towns (Commitment 5)**. Under the scheme, 100 market towns in need of regeneration will receive grants totalling £37 million. The Government expects these towns to use the funds to attract additional investment and to strengthen their role as service centres and growth points.

Social investment and engaging businesses in neighbourhood renewal

- 4.7 Government and business share the view that business has a fundamental role to play in neighbourhood renewal, ranging from corporate social responsibility to discovering profitable new markets amongst deprived communities.

- 4.8 The Business Impact Task Force report, published in November 2000,⁵² recommended how companies should measure and report their impact on society. Its key finding was that being socially responsible is not only the right thing to do but makes good business sense, for both large and small companies.
- 4.9 The **Social Investment Task Force**, led by Ronald Cohen, reported to the Chancellor in October 2000⁵³ with a range of proposals for increasing private investment in low-income communities. In response, the Government has welcomed the Task Force report and will consult shortly on its proposal for a new and generous **Community Investment Tax Credit**, including how it could be effective in helping to bring more investment and expertise to the economic renewal of disadvantaged communities. (**Commitment 6**). The Government has already committed £10 million in matched funding to the proposed **Community Development Venture Fund** and will work now with the venture capital industry and others on setting up the first Fund (**Commitment 7**). The Government agrees with the Task Force that banks should do more to disclose their individual lending activities to businesses in low-income communities; and as a first step has invited the British Bankers' Association to come forward with its own proposals.
- 4.10 In parallel, the Government and private sector are working to develop a better understanding of enterprise in disadvantaged areas, through two specific projects to be launched later this year (both were announced in the Pre-Budget Report and Urban White Paper). The Government will sponsor an **Index of Inner City Businesses**, which will profile the fastest growing, unquoted companies in the most disadvantaged areas of major cities; and help to dispel the perception that these areas are 'no-go' areas for business. The Government will help to fund a number of cities to develop new **City Growth Strategies**, which will map their inner-city business base and build detailed plans for business growth (**Commitment 8**).
- 4.11 The Government will also work to ensure that business perspectives are fully reflected in the implementation and further development of the National Strategy for Neighbourhood Renewal. To this end, the Government will ensure that there is clear responsibility within the new Neighbourhood Renewal Unit (NRU) for championing business involvement in the strategy; and the NRU will work with the RDAs and Business in the Community to pilot '**Business Brokers**' in LSPs in some of the 88 most deprived local authority districts (**Commitment 9**). Business Brokers will work as links between the private and public sectors to promote the role of business in getting more investment and enterprise activity in deprived areas. Brokers will have a variety of objectives. They will bring Government and the business community closer together and help them to achieve the common goal of neighbourhood renewal.
- 4.12 The **Small Business Service (SBS)** – established in 2000 – is a single body in Government dedicated to the interests of small business. The SBS will have a specific, priority remit to focus on encouraging enterprise in deprived areas and among under-represented groups, such as women, the disabled and minority ethnic groups (**Commitment 10**).
- 4.13 The **Phoenix Fund** – £96 million over four years – has been set up to encourage enhanced business support for entrepreneurs from disadvantaged groups or neighbourhoods, including those running social enterprises. It is administered by SBS. Activities to be supported include mentoring, community finance initiatives (which provide finance to those unable to get this from traditional sources like banks) and innovative methods like business incubation (where several support services are on one site) (**Commitment 11**).
- 4.14 Some of the Phoenix Fund has also been set aside to support recommendations from the Social Investment Task Force. Regional venture capital funds will also be administered by the Government Offices supported by a new target umbrella fund to provide better early access to early-stage finance for small firms (**Commitment 12**).

Financial services and local shops

- 4.15 All major high street banks now provide basic account services, available to anyone. New **Universal Banking Services** are to be set up, run through the Post Office network, providing access to a basic bank account – into which benefits would be paid – to anyone who wants it (**Commitment 13**). Six high street banks have already agreed to fund the new services.
- 4.16 The Government is promoting the development of the **Credit Union** movement, with a focus on deprived areas. This will be supported by a new Central Services Organisation (**Commitment 14**).
- 4.17 A new fund of £15 million over three years (2001–04) will be available to improve **post offices** in deprived urban areas and to develop their retail facilities. Extra help will also be available for rural post offices (**Commitment 15**).
- 4.18 The Neighbourhood Renewal Unit will be encouraging some LSPs and Neighbourhood Management pathfinders to experiment with the idea of **local retail strategies** (**Commitment 16**).

Welfare to Work

- 4.19 **New Deals** for young people, lone parents, long-term unemployed people over 25, partners of the unemployed, disabled people and over-50s have been introduced and proven successful. These are now being made permanent (**Commitment 17**). The Government is also **making work pay** via the **National Minimum Wage**; the **tax credits** for working families and disabled people; a benefit run-on for lone parents; the housing benefit/council tax benefit extended payments scheme, and a mortgage interest 'run on' to help with housing costs. It is also introducing a new £100 Job Grant to help with in-work expenses; a new extended linking period for help with mortgage interest costs; and a streamlined re-claim process for Income Support and Job Seeker's Allowance (**Commitment 18**).
- 4.20 The **ONE service** is being piloted in ten areas of England until 2002, providing a single, work-focused service for all people of working age. Both ONE and the New Deals are using personal advisers to help link people with work. From 2001, the Employment Service and the working age elements of the Benefits Agency will be combined into a single **Working Age Agency** (**Commitment 19**).
- 4.21 **32 Action Teams for Jobs** (ATfJs)⁵⁴ are being set up in England's highest unemployment areas, to provide tailored solutions to local employment problems. Teams will focus on locally identified barriers to work, e.g. tackling racial discrimination or building bridges with employers. To October 2001, they will receive £40 million in funding (**Commitment 20**). ATfJs will help to deliver the Department for Education and Employment (DfEE)/Department of Social Security (DSS) target to increase employment rates of the most disadvantaged groups and to improve the initial labour market position of the 30 worst areas, and to narrow the gap between these and the overall rate (**Commitments 21 and 22**).
- 4.22 To help people find and stay in work in areas of considerable labour market disadvantage, the Government has created 12 Employment Zones (EZs)⁵⁵ in England that have helped over 1,000 long-term unemployed people into work. At their heart is the **Personal Job Account**, a key innovation, which gives the participant and their personal adviser more control over funds from a range of sources. An **Innovation Fund** has also been set up to test new approaches to helping participants on the New Deals for Young People and 25+. The bulk of this fund (£9.5 million over three years from 1999) will be targeted at developing intermediary provision to match people out of work with jobs. Most intermediaries are local organisations that have a clear understanding of the interests, aspirations and needs of their community (**Commitment 23**).

Childcare

- 4.23 A great deal of extra help with **childcare** is already in place, such as guaranteed free early education places for four year olds, to be extended to 66 per cent of three year olds by 2004. To this will be added a very substantial increase in childcare provision, targeted on the most deprived areas, and provided through the private and voluntary sectors. Overall, an additional £379 million will be available over 2001–04. Later this year the Government will set a specific national target for closing the ‘childcare gap’ between deprived areas and the rest (**Commitment 24**).

Transport

- 4.24 Various changes have been made which improve **public transport** provision for people from deprived neighbourhoods, such as ensuring that planning policies promote accessible employment, and supporting lower fares through the New Deal. Promoting social inclusion is one of the issues to be addressed by local authorities in preparing their Local Transport Plans. A DETR research project, working with New Deal for Communities pathfinders and other areas, will address how best to do this in practice (**Commitment 25**). A new £40 million Urban Bus Challenge scheme (2001–04) will be introduced to help improve transport links for deprived urban areas. This will be based on the successful Rural Bus Challenge scheme, which is already supporting 100 innovative rural transport schemes (**Commitment 26**).

Tackling crime

- 4.25 The Government has embarked on a campaign to cut crime, and to tackle its causes. At the same time, tackling drug misuse and the harm it causes is a key priority for the Government. Both are a part of the Government’s vision of building healthy communities that work for the benefit of all.
- 4.26 **Crime and Disorder Reduction Partnerships** (CDRPs) have been set up, across England and Wales, to unite police, local authorities and local people in tackling crime. Each has produced a Crime and Disorder Strategy, and has set local targets. The Home Office now publishes crime figures for ‘families’ of CDRPs to allow comparisons of different areas. In addition, Crime and Disorder Strategies will spearhead progress on achieving ambitious national crime targets – reducing vehicle crime by 30 per cent by 2004, reducing robbery in our principal cities by 14 per cent by 2005, and reducing domestic burglary by 25 per cent by 2005, with no local authority district having more than three times the national average rate (**Commitment 27**).
- 4.27 Partnerships are benefiting from a three-year Crime Reduction Programme that is boosting innovative work in local communities, many in high crime areas. Over £200 million has already been committed to more than 1,000 crime-fighting projects under this programme.
- 4.28 The Home Office is also currently developing a toolkit to provide CDRPs with the tools necessary to help reduce racist crime and racist incidents, and develop effective solutions to local problems. Other measures to tackle racial harassment include creating new racially aggravated offences, a Home Office Code of Practice for all relevant agencies on the reporting and recording of racist incidents and crimes, and a new guide for tackling hate crime, issued by the Association of Chief Police Officers.
- 4.29 Ten youth justice reform pilots have been set up to speed young people through the justice system. In addition, the Youth Justice Board has funded 264 schemes which are focused on preventing young people from re-offending.
- 4.30 The Social Exclusion Unit is working on a new project with other Government departments to cut rates of re-offending, by boosting employment and lowering homelessness amongst ex-prisoners.

Anti-social behaviour (ASB)

- 4.31 In line with recommendations in the PAT 8 report, the Home Office has now taken the lead in implementing a range of measures to combat anti-social behaviour. CDRPs will be expected to tackle this problem at local level. National guidance will be issued (**Commitment 28**). As part of this, CDRPs will be putting in place strategies to improve the reporting of racist incidents. Guidance has been issued on how to help combat racial harassment (**Commitment 29**).

Neighbourhood Wardens

- 4.32 One promising option for tackling crime, ASB and other issues (e.g. environmental) is to introduce **Neighbourhood Wardens** – a visible, recognisable presence to deter crime and tackle low-level ASB. £18.5 million is being allocated for funding new schemes and supporting existing ones in 2000–04 (**Commitment 30**). A Neighbourhood Wardens Unit in DETR is promoting these schemes.

Drugs

- 4.33 An extra £712 million for **tackling drugs** has been put in place for 2001–04. There will be a major gearing-up of young people's and adults' treatment programmes in 2000–04, overseen by a new National Treatment Agency (**Commitment 31**). Drug Action Teams will continue to take the lead on tackling drugs locally – but these will be strengthened, and rationalised into local authority boundaries (**Commitment 32**).
- 4.34 These will contribute to the targets of reducing by 25 per cent the proportion of under-25s reporting drug use; lowering the availability of class A drugs (by 2005); cutting the levels of repeat offending by problem drugs-misusing offenders (by 2005); and increasing participation of problem drug-abusers in drug treatment programmes by 55 per cent (by 2004) (**Commitment 33**).

Improving skills

- 4.35 The Government's agenda for lifelong learning, including raising literacy and numeracy, improving failing schools, and raising IT skills are all of huge significance for deprived neighbourhoods.

Tackling under-achievement in schools

- 4.36 A range of measures are already in place to tackle under-achievement, including **Fresh Start** provision for schools on special measures; National Literacy and Numeracy strategies; **Education Action Zones** in 73 areas; and the '**Excellence in Cities**' programme to modernise inner city schools in major cities and to release the potential of their young people.
- 4.37 The Department for Education and Employment (DfEE) has a target to ensure that by 2004 no school has fewer than 25 per cent of pupils getting five good GCSE passes, and that no Local Education Authority (LEA) has fewer than 38 per cent of pupils achieving these results (**Commitment 34**). Measures to help achieve these targets include extending the '**Excellence in Cities**' programme. This now covers 58 local authorities, and an additional seven Excellence Clusters are targeting smaller areas of deprivation. 1,000 secondary schools and 1,000 primary schools are involved. Government funding will rise to over £300 million by 2003–04 (**Commitment 35**). £32 million of next year's £210 million **School Improvement Grant** has been earmarked for a new programme for around 500 schools to improve performance. Schools can use the funding to attract and retain good teachers, through bonuses, to raise numbers of adults working with difficult pupils, and for extra books (**Commitment 36**).

- 4.38 The most seriously under-achieving schools will be given special help, including twinning of schools, using headteachers as consultants, expanding the National Mentoring Project, and considering a Fresh Start for every school where fewer than 15 per cent of pupils get five good GCSE passes in three consecutive years (**Commitment 37**). £240 million is being made available (2001–04) to fund **Study Support** across England. The Government intends to use these funds to establish an out-of-hours Study Support entitlement for secondary school and older primary school pupils (**Commitment 38**). A national target is to be fixed later this year for the percentage of pupils in each LEA that must achieve expected standards of literacy and numeracy (**Commitment 39**).

Truancy and exclusion

- 4.39 At least £600 million is being provided over three years (2001–04) to help tackle **truancy and school exclusions**, and help schools manage difficult behaviour more effectively. Funding will support 1,000 on-site Learning Support Units by 2002, providing short-term teaching and support outside the classroom for pupils at risk of exclusion (**Commitment 40**).
- 4.40 £100 million of this funding has been devolved from the **Standards Fund** to secondary schools, to help tackle behavioural problems and avoid exclusions. The **Pupil Support Allowance** is trying out the idea of offering schools extra resources if they integrate challenging pupils during a year (**Commitment 41**).

Adult skills and ICT access

- 4.41 Much is already in train to tackle adult skills, such as New Deal options for full-time education or training, and the focus on employability in the New Deal – including diagnosing and addressing basic skills issues. Neighbourhood renewal and the expansion of community-based learning are key priorities for the new local Learning and Skills Councils (LSCs).
- 4.42 Community-based **neighbourhood learning centres** will engage residents with education and develop their skills through exciting new learning opportunities in familiar and accessible locations (**Commitment 42**). For example, 6,000 **UK online centres** are being set up, by 2002, with £252 million from the Capital Modernisation Fund. This will help to ensure at least one, publicly accessible community-based facility in every deprived area by April 2002 (**Commitment 43**). A range of groups and organisations might be involved in running these centres. In addition, where practicable, every public library will have internet access by 2002 (**Commitment 44**).
- 4.43 Building on the provision set out above, a new **Adult Basic Skills National Strategy** is to be introduced, run by a new unit in DfEE. This will provide a co-ordinated approach to local basic skills provision, working closely with the local LSC. The target is to help 750,000 adults improve their basic skills by 2004 (**Commitment 45**).

Children and young people

- 4.44 The Government will invest £1.4 billion during 1999–2004 in 500 local **Sure Start** programmes, reaching a third of children under four who live in poverty (**Commitment 46**). Sure Start promotes the health and well-being of pre-school children so that they are ready to flourish at school. Fifty-nine 'trailblazer' programmes are up and running in disadvantaged neighbourhoods, with 70 more started in autumn 2000. DfEE and the Countryside Agency have been working together to ensure Sure Start is effective in rural areas as well as other areas.

- 4.45 The new **Connexions Service** will be launched in 16 areas from April 2001 following pilot schemes in the current financial year. It will work with all young people but will address as a particular priority the needs of young people including those in poor neighbourhoods who face particular obstacles in their teenage years (**Commitment 47**).
- 4.46 The Government's **strategy for teenage pregnancy** aims to halve the rate of teenage conceptions among the under-18s by 2010 and get more teenage parents into education and employment (**Commitment 48**). 141 local co-ordinators are now in place,⁵⁶ and a national media campaign has been launched to improve understanding and change behaviour.
- 4.47 The Government has set up the **Children's Fund** to invest £450 million over the period 2001–04 in tackling poverty and disadvantage among children and families. The bulk of the fund will support programmes in local areas to work with families and children of primary school age at risk of disadvantage (**Commitment 49**).
- 4.48 The Prime Minister has set up a new **Cabinet Committee on Children and Young People's Services** to co-ordinate policies to prevent poverty and under-achievement among children and young people, co-ordinate and monitor the effectiveness of delivery, and work with the voluntary sector to build a new alliance for children. The Committee will be supported by a new cross-departmental Children and Young People's Unit, located in DfEE (**Commitment 50**).
- 4.49 The **Quality Protects** programme is investing £885 million over five years (1999–2004) to enhance the effectiveness of services for children in need, by promoting 11 Government Objectives for Children's Social Services⁵⁷ (**Commitment 51**).
- 4.50 The Government will also extend the **Educational Maintenance Allowance** nationally, if pilot evaluation indicates that they are an effective way of encouraging young people to stay on in learning, and to achieve more.

Culture, arts and sport

- 4.51 **Social inclusion targets** have been incorporated into the funding agreements between the Department for Culture, Media and Sport (DCMS) and each of the sponsored bodies receiving grant-in-aid (e.g. Arts Council, Sport England and English Heritage) (**Commitment 52**). DCMS is also working with National Lottery distributors to ensure that money is spread more evenly across the country, and that deprived areas and groups get a fair share. The department and its sponsored bodies are producing social inclusion strategies, and programmes for priority areas and groups, such as 12 Sport Action Zones⁵⁸ (**Commitment 53**).
- 4.52 A £750 million UK-wide **New Opportunities Fund** programme for additional sports facilities for schools and wider community use has been set up. It is envisaged that funding will be targeted at areas of urban and rural deprivation. The types of facilities to be funded will be playing fields, swimming pools, tennis courts, indoor nets and astropitches. Innovative approaches, such as the promotion of access by foot, bicycle and public transport, will be encouraged. Funding under the programme is expected to come on stream in September 2001. DCMS will be consulting on the '**Space for Sport and Arts Scheme**', using some of this money to create 250–300 new facilities in primary schools in deprived areas, which will also serve the wider community (**Commitment 54**); and 12 **Creative Partnerships** are being established in deprived areas, bringing together schools and cultural/creative organisations to improve opportunities for children (**Commitment 55**).

Tackling poor health

- 4.53 The Government is committed to improving health and reducing inequality. The NHS Plan contains a fundamental programme of reform to take this objective forward. Extra resources have been committed to improve primary care services in deprived areas and the inner cities.

Primary care

- 4.54 Much work is already in progress, including Local Development Schemes to enhance the provision of general medical services to patients in deprived areas, NHS Direct, Healthy Living Centres and Personal Medical Service pilots. In 2001–04, there will be an extra **200 Personal Medical Service** schemes, providing flexible ways of offering primary care services, especially in deprived areas (**Commitment 56**).
- 4.55 **Primary care premises** in deprived areas will be modernised, providing patients with better access to services. This is part of a £1 billion investment in primary care premises over the next three years (**Commitment 57**). And there will be new incentives to help recruit and retain good primary care staff in deprived areas, an NHS Plan commitment. For example, the number and distribution of doctors in primary care will in future be tracked by the new Medical Education Standards Board (**Commitment 58**).
- 4.56 By 2003, a free and nationally available **translation and interpretation service** will be available from all NHS premises via NHS Direct (**Commitment 59**).

Healthy lifestyles

- 4.57 **Health Improvement Programmes** are working up cross-cutting plans for tackling the causes of ill-health, in addition to the work of **Health Action Zones** which cover 13 million people. National Service Frameworks (NSFs) for Coronary Heart Disease (CHD) and Mental Health were introduced in 1998. The CHD framework is a radical and far-reaching ten-year programme that sets standards and service models for all aspects of treatment from prevention, through diagnosis to treatment, surgery and rehabilitation.
- 4.58 As part of the NHS Plan the Department of Health is consulting on whether to make **nicotine replacement therapy** available on prescription. **Smoking-cessation services** will be expanded so that by 2010 approximately 55,000 fewer women will be smoking during pregnancy and at least 1.5 million smokers will have given up (**Commitment 60**).
- 4.59 Work to increase the provision of and access to fruit and vegetables will be concentrated on deprived areas, and a **National School Fruit Scheme** is currently being piloted, with a view to rolling it out nationally by 2004, to give every child in nurseries and aged four to six in infant schools a free piece of fruit every school day (**Commitment 61**).

Health inequalities

- 4.60 The NHS Plan⁵⁹ sets out Department of Health (DH) commitments for making the reduction of health inequalities a key criterion in the geographical allocation of NHS resources to different parts of the country. This will be part of a review of the existing 'weighted capitation formula'. DH is replacing the Medical Practices Committee with a single resource allocation formula, covering all NHS spending, with a focus on improving equity and allowing more flexible models of primary care. By 2001, the NHS Performance Assessment Framework will be used to measure and manage local NHS action on tackling health inequalities – ensuring equitable access to healthcare. An example of this would be minority ethnic access to healthcare (**Commitment 62**).

- 4.61 DH will set a target for tackling health inequalities later this year (**Commitment 63**).

Tackling poor housing and physical environment

- 4.62 The **Housing Policy Statement – *Quality and Choice: a decent home for all – the way forward for housing*** – sets out a range of proposals which aim to tackle the problems of housing stock in poor condition. But the agenda goes wider than just improving housing. The Government is also committed to building attractive, mixed communities that have access to a range of services. The measures below should be read alongside the statement which explains the Government's policies in more detail and their contribution to neighbourhood renewal.

Investment in housing

- 4.63 The Government is investing an extra £1.6 billion in housing over the next three years. These resources will help achieve the target of bringing all social housing up to a decent standard by 2010, with a third of this improvement taking place by 2004 – over half of which will be in the most deprived areas (**Commitment 64**). Local authorities need to integrate investment in housing with wider regeneration and other policies.
- 4.64 Innovative ways of increasing investment are being introduced including an expanded programme to transfer local authority homes to Registered Social Landlords (RSLs); new borrowing opportunities for local authorities; and further projects under the Public Finance Initiative (**Commitment 65**). The increase in resources will also provide more affordable homes to rent by nearly doubling funding for the Housing Corporation with an extra £872 million by 2004 (**Commitment 66**). The Housing Corporation is developing a more strategic approach to investment, in line with priorities identified in Regional Housing Statements.

Tackling low demand for housing

- 4.65 A number of steps already taken underline the importance the Government attaches to **tackling and reducing neighbourhood abandonment and low demand housing**. Both the Urban White Paper⁶⁰ and the Housing Policy Statement⁶¹ recognised the growing problem of low demand housing across all tenures in some of our towns and cities. Best practice guidance⁶² and new freedoms and flexibilities in stock management and private sector renewal will give local authorities more tools to tackle low demand housing as PAT 7 recommended.
- 4.66 **Local housing strategies**⁶³ will clearly articulate how local authorities intend to tackle and prevent low demand where this is a problem, and present a vision for the future of an area which builds on consultation, early intervention and inter-agency management. New social housing investment is increasingly being strategically targeted at areas with undersupply through the Housing Corporation's Approved Development Programme (ADP). The ADP can also be used to fund demolition where there is a strong justification to do so.
- 4.67 The Government intends to build on this by **improving information** about the scale, location and distribution of neighbourhood abandonment across the country; and putting in place clear follow-up action. As the next step, DETR will establish a baseline assessment of the number of dwellings and the number and location of wards affected by and at risk of low demand and unpopular housing by March 2002 (**Commitment 67**).
- 4.68 To reverse the trend in low demand housing, co-ordinated and comprehensive action is needed at regional, sub-regional and local levels building on stronger links between housing and other policies.

- 4.69 All local housing authorities, with their partners, should monitor the incidence of low demand in their area across tenures. Where there is a significant problem, they should develop, as part of their local housing strategy, a collaborative approach for addressing it. This should be integrated within an overall regional approach. The Government Offices for the Regions will continue to be central in drawing these together in regional housing statements and with other regional strategies to reduce low demand. As part of this continuous monitoring process, they should be in a position to take stock initially of the progress of local and regional strategies, with the help of analysis from the baseline assessment, by the end of 2002 and make any necessary changes. DETR will monitor the national position with the aim of **achieving a turn round in declining demand by 2010 (Commitment 68)**.

Housing management

- 4.70 Good **on-the-spot housing management** can make a real difference to a neighbourhood and should be improved alongside housing itself. The management allowance within the **Housing Revenue Account** subsidy has been unfrozen, to ensure more resources for housing management. This is worth an extra £45 million for 2002–03, rising to an extra £80 million in 2003–04, as compared with a continuation of the cash freeze (**Commitment 69**).
- 4.71 An extra £12 million is being provided to local authorities over two years, to enable the establishment of tenant participation structures (**Commitment 70**). The financial framework for local authority housing is being modernised to bring major improvements in investment decision making and stock management by local authorities. The Best Value for Housing framework, backed up by the Housing Inspectorate, will also drive improvements in the delivery of housing services and ensure these services are responsive to the needs of tenants (**Commitment 71**). The Housing Corporation has also set an objective to improve the performance of Registered Social Landlords (RSLs) and to ensure RSLs deliver on Best Value principles by working with tenants.
- 4.72 RSLs continue to have a key role to play in regeneration. They share responsibility with local authorities for delivering housing targets for deprived areas and may lead Neighbourhood Management or Warden Schemes and participate in LSPs. **RSLs' wider role** was recognised in the Government's recent Housing Policy Statement⁶⁴ (**Commitment 72**).

Encouraging mixed communities

- 4.73 Social landlords are being encouraged to introduce **choice-based housing lettings policies** that give tenants a greater say over where they live. Housing lettings policies can have an impact on education and social services provision. £11 million is being made available over three years from April 2001 to support pilot schemes (**Commitment 73**). There will be a clearer and more flexible role for local authorities and RSLs in using lettings policies to create more mixed sustainable communities (**Commitment 74**).
- 4.74 DETR is working with the Local Government Association (LGA) and the Housing Corporation to ensure that all tenancies include 'no harassment' clauses (e.g. on racial harassment), and that these are properly enforced (**Commitment 75**).

Physical environment

- 4.75 Fiscal measures are to be introduced to encourage the regeneration of the physical environment in urban areas, including an exemption from stamp duty for all property transactions in Britain's most disadvantaged communities (**Commitment 76**). By 2001, a Finance Act will be passed confirming these measures.
- 4.76 New delivery arrangements are in place to bring about more and better development in urban areas, including Urban Regeneration Companies to improve the co-ordination of physical regeneration, and New Millennium Communities to produce tangible, living examples of sustainable, mixed-use development (**Commitment 77**). In addition, a new, pilot **English Cities Fund** initially of £100 million will invest in mixed-use developments in priority regeneration areas (**Commitment 78**).⁶⁵
- 4.77 The Government has introduced a range of policies to improve local environmental quality and increase recognition of the role of the environment in improving quality of life. For example, the **Air Quality Strategy** sets out the Government and Devolved Administrations' policies and proposals for improving ambient air quality across the UK, and sets targets for reducing the levels of eight key air pollutants. Local authorities have a central role to play in delivering cleaner air. Where they identify parts of their areas where the nationally prescribed air quality objectives may not be met, they are required to prepare air quality action plans setting out the steps they intend to take to address the problem (**Commitment 79**).
- 4.78 **Home Zones (HZs)** aim to improve quality of life in residential streets – by making them places for people, and not just traffic. They are designed to meet the needs of the local community, consultation with residents being crucial. HZs can provide areas for children to play and environmental improvements or facilities such as seats for older residents and parents to meet. The Transport Act 2000 contains powers for local highway authorities to designate HZs. Under the legislation the Government will be able to make regulations authorising local authorities to issue speed and use orders for designated HZs. The Government is monitoring eight HZs in England.
- 4.79 The Government's **Waste Strategy** sets out aims and objectives for achieving a more sustainable way of dealing with waste. It has set specific targets for local authorities to increase the recycling and composting of household waste by 2003. Targets for individual authorities will reflect their current recycling and composting rate (**Commitment 80**).

Chapter 5: Joining it up locally

Chapter summary

This chapter sets out the changes that need to happen at local authority and neighbourhood levels if the Strategy is to succeed in bringing about joint working and in enabling communities to be actively involved in neighbourhood renewal.

The big picture

5.1 This chapter sets out important steps the Government is taking to:

- bring about joint working between different services and initiatives at local and neighbourhood level;
- make it easier for communities to influence decisions and take action to improve their neighbourhoods; and
- bring national Government to the table as an active partner.

5.2 These steps are the critical local counterpart of the new resources, policies and targets set out in the last chapter. Policies and funding will work to achieve more if they are joined up locally and tailored to local circumstances, and if communities have an effective part in this.

5.3 The chapter focuses on four key issues:

- i) the concept and role of **Local Strategic Partnerships** (LSPs), which the Government is promoting as the key local vehicle for implementing and leading neighbourhood renewal. The LSP will be an equal partnership of many players and will usually operate on local authority boundaries;
- ii) how the **Government is supporting LSPs** through funding and the role of **Government Offices** in the regions in support, oversight and making links with national Government;
- iii) the concept of **Neighbourhood Management**, a model for joining up at the neighbourhood level, for which the Government is inviting pathfinder bids in parallel with this document; and
- iv) measures that are being put in place to ensure that **communities and residents** have a powerful voice in neighbourhood renewal, in ways that suit them.

i) Local Strategic Partnerships

The basic concept

- 5.4 As Chapter 1 explained, lack of joining up at local level has been one of the key reasons for lack of progress in tackling neighbourhood deprivation. Strange as it may seem, it has been no-one's job at local level to pull together all the different agencies with an impact on deprived neighbourhoods. The trend for greater partnership working, fostered by many departments, has been an attempt to improve matters, but has sometimes been part of the problem, with too much time tied up in multiple small-scale partnerships, unconnected by an overarching local strategy.
- 5.5 To tackle this, the idea behind LSPs is a very simple one – that the public, private, voluntary and community sectors should come together in a single overarching local co-ordination framework which:
- enables priorities to be set and services to be aligned;
 - brings those who deliver or commission different services together with those for whom the services are provided; and
 - ensures other local partnerships know how they fit into the wider picture, and allows local partners to move to simpler structures where it makes sense to do so.
- 5.6 Over time, the Government will look increasingly to successful LSPs to lead in developing new initiatives that depend on local partnerships for their implementation.
- 5.7 LSPs will have a role that goes beyond neighbourhood renewal, for example the duty to prepare community strategies. This duty must be taken forward by local authorities working closely with other local partners. The Government recommends, but does not require, that an LSP be established to do this. Community strategies must address deprivation if it is a significant local issue.
- 5.8 The Government has already published draft guidance on how LSPs should work and will publish final guidance in February taking account of the results of consultation. However, some of the key points of the policy as they affect neighbourhood renewal are set out below.

Who sets up LSPs

- 5.9 The idea of LSPs is not to require another new partnership unless there is no suitable vehicle that can be built on:
- Where LSPs are built on existing partnerships, such as the Local Government Association's New Commitment to Regeneration partnerships, Housing Action Zones (HAZs), Community Planning Partnerships, Local Agenda 21, Single Regeneration Budget (SRB) partnerships, leadership arrangements for these partnerships need not be disturbed. So some LSPs may not be led by local authorities.
 - For new LSPs, the normal presumption will be that local authorities will lead in establishing, bringing together and encouraging participants. It will be down to the partners on each LSP to decide who should take the lead after that.

Membership

5.10 The Government's vision for LSPs is that they should be a single coalition of public, private, voluntary and community sector organisations. They must include representatives from each of these sectors, and an appropriate balance between public service and community, voluntary and private sectors. It is crucial that the partnership is one of equal players. The Government would expect the membership of LSPs to include some or all of the following groups:

- residents and community groups;
- voluntary organisations;
- faith communities;
- private sector and business organisations;
- local councillors; and
- various public sector organisations, including:
 - the local authority (e.g. education, housing, transport, social services, planning, culture and leisure);
 - local Learning and Skills Councils;
 - education and training providers, such as schools, colleges and universities;
 - Registered Social Landlords (RSLs);
 - the Health Authority or Primary Care Trusts/Primary Care Groups;
 - the police and fire services;
 - the police authority;
 - the Employment Service, and New Deal partnerships;
 - the Benefits Agency;
 - the Small Business Service;
 - the Regional Development Agency;
 - the Community Legal Service partnerships;
 - Drug Action Teams; and
 - a representative from the Government Office for the Region.

5.11 Individual service providers will remain responsible and accountable for decisions on their own services and the use of their own resources. LSPs will operate by consensus, in order to reflect and retain the buy-in of partners.

- 4.61 DH will set a target for tackling health inequalities later this year (**Commitment 63**).

Tackling poor housing and physical environment

- 4.62 The **Housing Policy Statement – Quality and Choice: a decent home for all – the way forward for housing** – sets out a range of proposals which aim to tackle the problems of housing stock in poor condition. But the agenda goes wider than just improving housing. The Government is also committed to building attractive, mixed communities that have access to a range of services. The measures below should be read alongside the statement which explains the Government's policies in more detail and their contribution to neighbourhood renewal.

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- 4.64 Innovative ways of increasing investment are being introduced including an expanded programme to transfer local authority homes to Registered Social Landlords (RSLs); new borrowing opportunities for local authorities; and further projects under the Public Finance Initiative (**Commitment 65**). The increase in resources will also provide more affordable homes to rent by nearly doubling funding for the Housing Corporation with an extra £872 million by 2004 (**Commitment 66**). The Housing Corporation is developing a more strategic approach to investment, in line with priorities identified in Regional Housing Statements.

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- 4.66 **Local housing strategies**⁶³ will clearly articulate how local authorities intend to tackle and prevent low demand where this is a problem, and present a vision for the future of an area which builds on consultation, early intervention and inter-agency management. New social housing investment is increasingly being strategically targeted at areas with undersupply through the Housing Corporation's Approved Development Programme (ADP). The ADP can also be used to fund demolition where there is a strong justification to do so.
- 4.67 The Government intends to build on this by **improving information** about the scale, location and distribution of neighbourhood abandonment across the country; and putting in place clear follow-up action. As the next step, DETR will establish a baseline assessment of the number of dwellings and the number and location of wards affected by and at risk of low demand and unpopular housing by March 2002 (**Commitment 67**).
- 4.68 To reverse the trend in low demand housing, co-ordinated and comprehensive action is needed at regional, sub-regional and local levels building on stronger links between housing and other policies.

- 4.69 All local housing authorities, with their partners, should monitor the incidence of low demand in their area across tenures. Where there is a significant problem, they should develop, as part of their local housing strategy, a collaborative approach for addressing it. This should be integrated within an overall regional approach. The Government Offices for the Regions will continue to be central in drawing these together in regional housing statements and with other regional strategies to reduce low demand. As part of this continuous monitoring process, they should be in a position to take stock initially of the progress of local and regional strategies, with the help of analysis from the baseline assessment, by the end of 2002 and make any necessary changes. DETR will monitor the national position with the aim of **achieving a turn round in declining demand by 2010 (Commitment 68)**.

Housing management

- 4.70 Good **on-the-spot housing management** can make a real difference to a neighbourhood and should be improved alongside housing itself. The management allowance within the **Housing Revenue Account** subsidy has been unfrozen, to ensure more resources for housing management. This is worth an extra £45 million for 2002–03, rising to an extra £80 million in 2003–04, as compared with a continuation of the cash freeze (**Commitment 69**).
- 4.71 An extra £12 million is being provided to local authorities over two years, to enable the establishment of tenant participation structures (**Commitment 70**). The financial framework for local authority housing is being modernised to bring major improvements in investment decision making and stock management by local authorities. The Best Value for Housing framework, backed up by the Housing Inspectorate, will also drive improvements in the delivery of housing services and ensure these services are responsive to the needs of tenants (**Commitment 71**). The Housing Corporation has also set an objective to improve the performance of Registered Social Landlords (RSLs) and to ensure RSLs deliver on Best Value principles by working with tenants.
- 4.72 RSLs continue to have a key role to play in regeneration. They share responsibility with local authorities for delivering housing targets for deprived areas and may lead Neighbourhood Management or Warden Schemes and participate in LSPs. **RSLs' wider role** was recognised in the Government's recent Housing Policy Statement⁶⁴ (**Commitment 72**).

Encouraging mixed communities

- 4.73 Social landlords are being encouraged to introduce **choice-based housing lettings policies** that give tenants a greater say over where they live. Housing lettings policies can have an impact on education and social services provision. £11 million is being made available over three years from April 2001 to support pilot schemes (**Commitment 73**). There will be a clearer and more flexible role for local authorities and RSLs in using lettings policies to create more mixed sustainable communities (**Commitment 74**).
- 4.74 DETR is working with the Local Government Association (LGA) and the Housing Corporation to ensure that all tenancies include 'no harassment' clauses (e.g. on racial harassment), and that these are properly enforced (**Commitment 75**).

Physical environment

- 4.75 Fiscal measures are to be introduced to encourage the regeneration of the physical environment in urban areas, including an exemption from stamp duty for all property transactions in Britain's most disadvantaged communities (**Commitment 76**). By 2001, a Finance Act will be passed confirming these measures.
- 4.76 New delivery arrangements are in place to bring about more and better development in urban areas, including Urban Regeneration Companies to improve the co-ordination of physical regeneration, and New Millennium Communities to produce tangible, living examples of sustainable, mixed-use development (**Commitment 77**). In addition, a new, pilot **English Cities Fund** initially of £100 million will invest in mixed-use developments in priority regeneration areas (**Commitment 78**).⁶⁵
- 4.77 The Government has introduced a range of policies to improve local environmental quality and increase recognition of the role of the environment in improving quality of life. For example, the **Air Quality Strategy** sets out the Government and Devolved Administrations' policies and proposals for improving ambient air quality across the UK, and sets targets for reducing the levels of eight key air pollutants. Local authorities have a central role to play in delivering cleaner air. Where they identify parts of their areas where the nationally prescribed air quality objectives may not be met, they are required to prepare air quality action plans setting out the steps they intend to take to address the problem (**Commitment 79**).
- 4.78 **Home Zones (HZs)** aim to improve quality of life in residential streets – by making them places for people, and not just traffic. They are designed to meet the needs of the local community, consultation with residents being crucial. HZs can provide areas for children to play and environmental improvements or facilities such as seats for older residents and parents to meet. The Transport Act 2000 contains powers for local highway authorities to designate HZs. Under the legislation the Government will be able to make regulations authorising local authorities to issue speed and use orders for designated HZs. The Government is monitoring eight HZs in England.
- 4.79 The Government's **Waste Strategy** sets out aims and objectives for achieving a more sustainable way of dealing with waste. It has set specific targets for local authorities to increase the recycling and composting of household waste by 2003. Targets for individual authorities will reflect their current recycling and composting rate (**Commitment 80**).

■ Chapter 5: Joining it up locally

Chapter summary

This chapter sets out the changes that need to happen at local authority and neighbourhood levels if the Strategy is to succeed in bringing about joint working and in enabling communities to be actively involved in neighbourhood renewal.

The big picture

5.1 This chapter sets out important steps the Government is taking to:

- bring about joint working between different services and initiatives at local and neighbourhood level;
- make it easier for communities to influence decisions and take action to improve their neighbourhoods; and
- bring national Government to the table as an active partner.

5.2 These steps are the critical local counterpart of the new resources, policies and targets set out in the last chapter. Policies and funding will work to achieve more if they are joined up locally and tailored to local circumstances, and if communities have an effective part in this.

5.3 The chapter focuses on four key issues:

- i) the concept and role of **Local Strategic Partnerships (LSPs)**, which the Government is promoting as the key local vehicle for implementing and leading neighbourhood renewal. The LSP will be an equal partnership of many players and will usually operate on local authority boundaries;
- ii) how the **Government is supporting LSPs** through funding and the role of **Government Offices** in the regions in support, oversight and making links with national Government;
- iii) the concept of **Neighbourhood Management**, a model for joining up at the neighbourhood level, for which the Government is inviting pathfinder bids in parallel with this document; and
- iv) measures that are being put in place to ensure that **communities and residents** have a powerful voice in neighbourhood renewal, in ways that suit them.

i) Local Strategic Partnerships

The basic concept

- 5.4 As **Chapter 1** explained, lack of joining up at local level has been one of the key reasons for lack of progress in tackling neighbourhood deprivation. Strange as it may seem, it has been no-one's job at local level to pull together all the different agencies with an impact on deprived neighbourhoods. The trend for greater partnership working, fostered by many departments, has been an attempt to improve matters, but has sometimes been part of the problem, with too much time tied up in multiple small-scale partnerships, unconnected by an overarching local strategy.
- 5.5 To tackle this, the idea behind LSPs is a very simple one – that the public, private, voluntary and community sectors should come together in a single overarching local co-ordination framework which:
- enables priorities to be set and services to be aligned;
 - brings those who deliver or commission different services together with those for whom the services are provided; and
 - ensures other local partnerships know how they fit into the wider picture, and allows local partners to move to simpler structures where it makes sense to do so.
- 5.6 Over time, the Government will look increasingly to successful LSPs to lead in developing new initiatives that depend on local partnerships for their implementation.
- 5.7 LSPs will have a role that goes beyond neighbourhood renewal, for example the duty to prepare community strategies. This duty must be taken forward by local authorities working closely with other local partners. The Government recommends, but does not require, that an LSP be established to do this. Community strategies must address deprivation if it is a significant local issue.
- 5.8 The Government has already published draft guidance on how LSPs should work and will publish final guidance in February taking account of the results of consultation. However, some of the key points of the policy as they affect neighbourhood renewal are set out below.

Who sets up LSPs

- 5.9 The idea of LSPs is not to require another new partnership unless there is no suitable vehicle that can be built on:
- Where LSPs are built on existing partnerships, such as the Local Government Association's New Commitment to Regeneration partnerships, Housing Action Zones (HAZs), Community Planning Partnerships, Local Agenda 21, Single Regeneration Budget (SRB) partnerships, leadership arrangements for these partnerships need not be disturbed. So some LSPs may not be led by local authorities.
 - For new LSPs, the normal presumption will be that local authorities will lead in establishing, bringing together and encouraging participants. It will be down to the partners on each LSP to decide who should take the lead after that.

Membership

5.10 The Government's vision for LSPs is that they should be a single coalition of public, private, voluntary and community sector organisations. They must include representatives from each of these sectors, and an appropriate balance between public service and community, voluntary and private sectors. It is crucial that the partnership is one of equal players. The Government would expect the membership of LSPs to include some or all of the following groups:

- residents and community groups;
- voluntary organisations;
- faith communities;
- private sector and business organisations;
- local councillors; and
- various public sector organisations, including:
 - the local authority (e.g. education, housing, transport, social services, planning, culture and leisure);
 - local Learning and Skills Councils;
 - education and training providers, such as schools, colleges and universities;
 - Registered Social Landlords (RSLs);
 - the Health Authority or Primary Care Trusts/Primary Care Groups;
 - the police and fire services;
 - the police authority;
 - the Employment Service, and New Deal partnerships;
 - the Benefits Agency;
 - the Small Business Service;
 - the Regional Development Agency;
 - the Community Legal Service partnerships;
 - Drug Action Teams; and
 - a representative from the Government Office for the Region.

5.11 Individual service providers will remain responsible and accountable for decisions on their own services and the use of their own resources. LSPs will operate by consensus, in order to reflect and retain the buy-in of partners.

What they are to do and by when

5.12 LSPs' key task in the context of neighbourhood renewal is to prepare a **Local Neighbourhood Renewal Strategy**. This should:

- set out an agreed vision and plan for positive change in as many neighbourhoods as are in need of renewal;
- have the agreement and commitment of all the key people and institutions who have a stake in the neighbourhood, or an impact on it; and
- clearly set out a local strategic level framework for action that responds to neighbourhood needs and puts them in the context of the area as a whole.

Targets

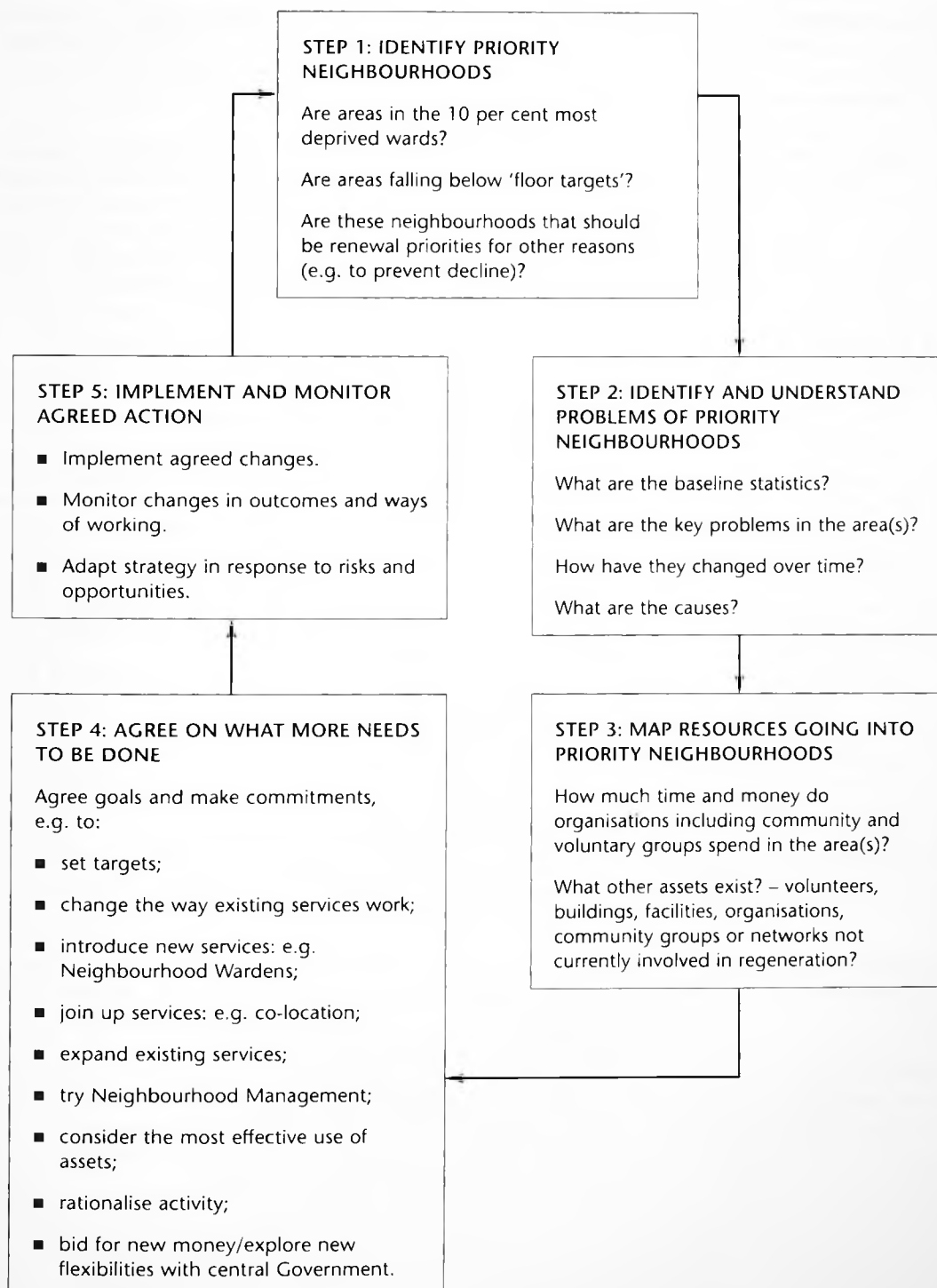
5.13 LSPs would be expected to set targets for how things should change over time in their most disadvantaged neighbourhoods, especially in terms of the key outcomes of reducing worklessness and crime and improving skills, health, housing and the physical environment. This process is a way for local areas to take ownership of the national targets set out in **Chapter 3**, but is not limited to them. One way of giving local targets added 'bite' is to incorporate them in a local Public Service Agreement (local PSA) and/or Best Value Performance Plan. More is said about these in **Annex G**.

Timing

5.14 Effective partnerships take time to develop, but the Government expects all LSPs in the 88 most severely deprived areas to have a Local Neighbourhood Renewal Strategy in place by April 2002. Most areas are already taking steps to put partnerships in place following the draft LSP guidance issued last year.

Steps to develop a local strategy

5.15 **Annex G** sets out in more detail how an LSP might go about developing a Local Neighbourhood Renewal Strategy. The key steps and the kinds of action that might be agreed are summarised in the box below:



Identifying priority neighbourhoods

- 5.16 LSPs may choose to define neighbourhoods in terms of electoral wards or other small areas of several thousand people. Local circumstances should guide this choice. In some places, a majority of neighbourhoods will face significant deprivation. The point of LSPs is not to choose one 'lucky winner' but instead to find solutions that work for all the neighbourhoods that are in need of renewal and the area as a whole. LSPs should also bear in mind issues that affect communities of interest, such as minority ethnic or faith communities, which may straddle an LSP area.

Relationship with other partnerships

- 5.17 One purpose of LSPs is to provide a way to link the existing range of local partnerships and plans, and bring a variety of strategic functions together under one roof. LSPs will allow local partners to move to simpler, less bureaucratic structures over time, and the Government is committed to making arrangements more flexible wherever possible. New powers in the Local Government Act 2000 will allow local partnerships to establish more effective arrangements for joint working through rationalising their partnerships and their plans (see also Paragraph 6.27–28).

ii) How will central Government and Government Offices help LSPs?

- 5.18 The Government is committed to doing all it can to help LSPs work as models for improving outcomes and driving local change. This support takes a number of forms.
- 5.19 First, in addition to the resources already going into deprived areas through main public services, 88 severely deprived local authorities will be eligible for resources from a new Neighbourhood Renewal Fund (NRF) so long as they are part of, and working with, an effective LSP (**Commitment 81**). The Fund will be worth £100 million in 2001–02, rising to £300 million in 2002–03 and £400 million in 2003–04. The 20 authorities that are piloting local PSAs and receiving resources from the new Performance Fund will also be required to work closely with LSPs in developing and delivering targets (**Commitment 82**). The box below sets out more detail on the NRF.

The Neighbourhood Renewal Fund

The Neighbourhood Renewal Fund (NRF) is a top-up to local authorities in the most deprived areas. The 88 eligible areas are listed in **Annex D**. The annex sets out detailed draft guidance for the Fund.

The NRF is a way to help local authorities and their partners to begin improving core public services in the most deprived neighbourhoods – a crucial plank of the National Strategy. It is a first step to ensuring that core public services are properly financed to achieve this, and will be followed by other steps, such as a wider review of funding for these services (as described in **Chapter 6**).

Local authorities will be able to spend the fund not only on their own services, but on those of other service providers (e.g. the NHS) or even community groups, under the new power of well-being.⁶⁶

The NRF will be ‘unhypothesized’ – this means that the money is not ‘ring-fenced’ for spending on a particular activity. Receipt of money from the Fund has five conditions that:

- the recipient must be part of and working with an LSP, and must have agreed with the LSP a Local Neighbourhood Renewal Strategy (this is explained in paragraph 5.12 above);
- each year, the local authority should produce a statement of use for NRF funding and agree it with the LSP, which will want assurance that the NRF resources are contributing to their wider strategy for tackling deprivation;
- where recipients are developing local PSAs, they should include a focus on tackling deprivation;
- the local authority should make a commitment to contribute to the delivery of the national targets for deprived areas; and
- recipients should have a satisfactory Best Value Performance Plan or, where there has been an adverse audit opinion, an agreed plan to address auditors’ concerns.

The Fund will be administered by the new Neighbourhood Renewal Unit (NRU) in DETR, which will work with Government Offices for the Regions (GOs) to come to a view on the effectiveness and inclusiveness of LSPs in these areas (see **Chapter 6**).

The NRF will amount to £100 million in 2001–02, £300 million in 2002–03 and £400 million in 2003–04.

- 5.20 Second, Government departments will encourage their local service providers to be actively involved in LSPs, and thus in the production of Local Neighbourhood Renewal Strategies (**Commitment 83**).
- 5.21 Third, there will be practical day-to-day help and interface with LSPs through GOs. They will liaise with regional partners and work with the NRU to determine whether inclusive and effective partnerships have been put together which will help to narrow the gap between the most deprived neighbourhoods and the rest of the country (**Commitment 84**).

- 5.22 This will be part of the new and enhanced role for GOs, supported by extra resources, to provide better integration of policies at regional level. They will be looking at a variety of different aspects of each Local Neighbourhood Renewal Strategy in coming to this decision, with a particular focus on whether a diverse range of residents have been encouraged and enabled to play a major role in shaping the strategy (e.g. through neighbourhood organisations).
- 5.23 GOs will have particular roles if an LSP gets into difficulty:
- If a partnership is failing to form or deliver, GOs may have to intervene to ensure effective leadership from another source (**Commitment 85**).
 - If public sector partners are not fully engaged with the partnership, or are failing to pull their weight, it will be for the relevant GO to negotiate with the service provider in question. If this fails, the issue may have to be taken up in Whitehall (**Commitment 86**).
 - If the leader of the partnership – or the partnership as a whole – is failing, the GO would work actively to improve the situation or help a better partnership to form. The ultimate sanction is removal of NRF resources from the local authority. In the unlikely event of this happening, the Government would take steps to ensure that other neighbourhood renewal resources reached communities by other means (**Commitment 87**).

iii) Neighbourhood Management

- 5.24 Paragraph 5.16 above acknowledged that LSPs would need to focus their attentions on specific neighbourhoods and the way they organise their business should reflect this. Having a focus at this level can be invaluable in harnessing the knowledge of residents and front-line workers. There is no single model for this kind of activity – it has been done successfully in different ways in different places.
- 5.25 In many places, there will already be neighbourhood organisations and/or partnerships in place that can make a contribution to the Local Neighbourhood Renewal Strategy. In other places, a new neighbourhood organisation or partnership may need to be set up, to help ensure that local people can play a lead role in designing and delivering the renewal of their neighbourhood. The idea of Neighbourhood Management is one way of doing this (see box overleaf). The Government will be supporting a range of pilots for this. Close work with an LSP or similar body will be essential to make Neighbourhood Management work well.

Neighbourhood Management

Neighbourhood Management is a potentially radical solution to the problems of deprived neighbourhoods. It was the subject of a PAT report, and although it is a promising idea, it has never been fully tried.

Neighbourhood Management works by placing a single person, team or organisation in charge – someone who local people can turn to if they face a problem. Neighbourhood managers can help focus services on residents' priorities and customer needs by making service level agreements; running local services; managing a devolved budget; and/or putting pressure on higher tiers of Government. Managers could be employed by either a Neighbourhood Management partnership or by a partner on the LSP, such as the local authority.

Neighbourhood managers can be supported by neighbourhood forums and other methods of community involvement. The Government is piloting the idea with £45 million funding over the next three years in at least two rounds of pathfinders, and it is also encouraging other local areas to try Neighbourhood Management, using their own resources. Some pathfinders – in areas of ethnic diversity – will be led by minority ethnic groups. Detailed guidance on the Neighbourhood Management pathfinder programme is being published at the same time as this report (**Commitment 88**).

iv) Community empowerment

- 5.26 The Government is committed to ensuring that communities' needs and priorities are to the fore in neighbourhood renewal and that residents of poor neighbourhoods have the tools to get involved in whatever way they want.
- 5.27 Neighbourhood Management is one radical way of devolving power to neighbourhoods. But it is not the only tool for empowering communities.

Community involvement in LSPs

- 5.28 Effective engagement with the community is one of the most important aspects of LSPs' work and they will have failed if they do not deliver this. The final version of the LSP guidance will set out in more detail the Government's expectations for involving communities in LSPs. The box below sets out some of the main issues.
- 5.29 It is a core job of many public services and special initiatives to consult with the communities they are there to serve, and the LSP should see it as a high priority to harness such efforts and add to them in a sustained and logical way. There is an expectation on LSPs not only to welcome involvement from these organisations and individuals, but actively to seek it out (**Commitment 89**).
- 5.30 However, the Government believes it will help communities and the voluntary sector to participate effectively in neighbourhood renewal decision making if they have access to some resources of their own specifically for this purpose. The new **Community Empowerment Fund** (totalling at least £35 million) will provide around £400,000 over the next three years to each of the 88 NRF areas, to support community and voluntary sector involvement in LSPs. This could fund activities such as resident meetings and surveys to gather views and feed back what happens, outreach to residents to encourage people to express their views, and training and support to help residents participate in partnerships. More details about this and how the Community Empowerment Fund will be delivered to communities will be provided in the final version of the LSP guidance. The funding will be administered through GOs (**Commitment 90**).

- 5.31 Faith groups may offer a channel to some of the hardest-to-reach groups. A pragmatic approach will be taken to funding faith groups, recognising that they may be the most suitable organisation to deliver community objectives (**Commitment 91**).

Community involvement

Community involvement is a complex process and to do it well would include at least the following steps:

- outreach, especially to excluded communities, to make them aware that they have the chance to express their views and directly influence service providers;
- facilitation to pull together the community's views and procedures for choosing community members of the LSP;
- participation of community members in sufficient numbers on the LSP, for which they might need training and other forms of support (e.g. pre-meetings, briefings); and
- Government Office action if an LSP did not engage with the community appropriately, and does not take sufficient account of community views.

Many of these issues can best be approached at a small geographical scale – the neighbourhood itself rather than the wider area the LSP covers. Special efforts need to be made to engage communities of interest who may not be concentrated in one place, and those who may be harder to reach because of language or access difficulties.

Representing the differing (and sometimes conflicting) views of communities on a partnership can be tricky and the final version of the LSP guidance will explore in more detail the various methods for selecting or nominating community members of an LSP.

Community Task Force

- 5.32 The Government will be setting up a **Community Task Force** to advise the NRU on how communities' priorities and needs can best be met in neighbourhood renewal, by improving the quality and quantity of community participation in the National Strategy, particularly in the actions and the working methods of LSPs as they implement it. The Task Force will be made up of a diverse range of people who have direct experience of getting communities involved in improving service delivery and encouraging wider community activity (**Commitment 92**).

Help to run projects

- 5.33 While many residents will welcome more support and opportunity to get involved in decisions about their neighbourhood, for others, the first step towards community involvement will be participating in community self-help and mutual support activity. Substantial new resources (£50 million over the next three years) will be channelled directly to community groups through new **Community Chests**, which will be established in the 88 areas eligible for the Neighbourhood Renewal Fund. More detail on this will be released shortly (**Commitment 93**).

- 5.34 The Government is also taking action to ensure that it becomes simpler and less bureaucratic for community groups throughout the country to access public funds available to them. In advance of a broader commitment to consider the scope for rationalising funding streams, ideas under consideration include: a new website providing information about all Government funding available to voluntary and community organisations; and a move towards standardised application forms and procedures for small grants funds initiated by Government (**Commitment 94**).
- 5.35 Community groups also stand to gain from measures covered elsewhere in this document. For example, social entrepreneurs will be eligible to apply for the **Community Development Venture Fund**. The new Innovation Fund mentioned in **Chapter 4** will also provide resources for developing intermediary provision to match people out of work with jobs. This fund will be open to, amongst others, voluntary and community groups to tackle unemployment in deprived areas. And the Skills and Knowledge strand of the National Strategy covered in **Chapter 6** will include specific measures to help community activists and groups.

■ Chapter 6: National and regional support

Chapter summary

The Government will be playing a new, supportive role in neighbourhood renewal, with several important changes taking place:

- fairer funding for public services in deprived areas, to underpin specific targets for improving life in deprived areas;
- a cross-departmental unit based in the Department of the Environment, Transport and the Regions (DETR) to lead and monitor the National Strategy for Neighbourhood Renewal, with strong Ministerial leadership and wide networks;
- a new role for Government Offices for the Regions (GOs) in supporting neighbourhood renewal;
- a special focus on black and minority ethnic issues in the Strategy;
- a specific Skills and Knowledge strand of the Strategy;
- a drive to change public sector cultures and to reduce bureaucracy and 'initiative-itis'; and
- new Neighbourhood Statistics to monitor change.

- 6.1 Everyone agrees that central Government will not help turn round deprived neighbourhoods if it is too 'top-down' or prescriptive in the way that it works with local partners. But there are things that the Government must do to help. Its resource allocation, rules, co-ordination and culture all have a huge impact on local partners' ability to renew deprived neighbourhoods.
- 6.2 Much of what central Government and the regions can do to make the National Strategy work has already been set out in **Chapters 4 and 5**. Examples include supporting new approaches at the local level like the Sure Start programme or Neighbourhood Warden schemes, or helping local residents and service providers to set up inclusive Local Strategic Partnerships.
- 6.3 But there is a further role for central Government and the regions – a 'behind-the-scenes' role. This involves taking forward activity that doesn't have a very visible impact in any one place, but helps in all deprived neighbourhoods. This chapter sets out how this role will be fulfilled.

i) Resources and targets

- 6.4 As will already be obvious from earlier chapters, the National Strategy for Neighbourhood Renewal is underpinned by substantial extra resources:
 - The cross-cutting Neighbourhood Renewal Fund was described in **Chapter 5**.
 - Many other more specific funding sources and ideas were set out in **Chapter 4**.

- 6.5 But this is not the last word on resource allocation. The targets described in **Chapter 3** should ensure that tackling deprived areas becomes a priority for Government departments and their local partners and agencies. As a condition of the Public Service Agreement (PSA) targets departments are committed to, they have agreed to a further review of how they will ensure that money gets to the right places (**Commitment 95**). This could mean adjusting the funding formulae that divide up money between areas, so that deprived areas get a larger share of new resources.
- 6.6 This review is due to be completed by summer 2001. It can be afforded because of the major spending boosts all public services have received for the next three years. For instance, compared with 2000, by 2004:
- spending on education and training will be over £11 billion higher;
 - spending on the NHS will be over £12 billion higher;
 - spending on the police will be £1.6 billion higher;
 - spending on employment opportunities will be £500 million higher;
 - spending on housing will be £1.6 billion higher; and
 - spending on transport will be £4.2 billion higher.

The focus of the new targets on deprived areas will mean that a disproportionate share of these new resources for public services will go to deprived areas.

ii) National leadership

- 6.7 Consultation on the National Strategy framework revealed substantial support for the idea of a central focus in Whitehall to lead the Government's contribution to the National Strategy. The Government is therefore setting up a new **Neighbourhood Renewal Unit (NRU)** to provide leadership and oversight of the National Strategy within Whitehall and outside, taking over leadership from the Social Exclusion Unit later this year (**Commitment 96**). Its main responsibilities will be:
- **overseeing and supporting the central Government contribution to the National Strategy.** This will include 'policy proofing' Government policy – making sure that each new policy proposal will improve, not worsen, life in deprived areas; and helping other Government departments to fulfil their commitments to the Strategy;
 - **overseeing the development of Local Neighbourhood Renewal Strategies** by Local Strategic Partnerships (LSPs), ensuring that these develop well, and administering the Neighbourhood Renewal Fund to support them. Close working with GOs will be needed;
 - **running the key central funding streams** for the National Strategy, including the New Deal for Communities, the Neighbourhood Renewal Fund as well as Neighbourhood Management, the Community Empowerment Fund (CEF), Neighbourhood Wardens and Community Chests;
 - **leading and mobilising key sectors**, e.g. voluntary and community groups, including those representing minority ethnic groups and business;
 - **driving the Skills and Knowledge strand** of the National Strategy;
 - **monitoring the success of the Strategy**, assessing and tackling risks to its delivery, and continuing to develop the Government's understanding of the problems of deprived neighbourhoods;

- **commissioning an independent evaluation** of implementation and impact of the National Strategy in due course; and
 - **advising Ministers on developing the National Strategy.**
- 6.8 The NRU will be based in DETR, reporting to the Minister for Local Government, Regeneration and the Regions, and work will be overseen by a cross-departmental group of senior Ministers, chaired by the Deputy Prime Minister. It will also work closely with a Steering Group of Permanent Secretaries.⁶⁷ It will continue the open and participative approach used in the Policy Action Team (PAT) process, involving a range of stakeholder groups. The Community Task Force will be one of these groups.
- 6.9 The NRU will work across departments and be staffed with officials from a range of departments and other parts of the public sector, as well as secondees from the private, voluntary and community sectors. It will champion and promote innovative and imaginative approaches to renewal. It will have a strong focus on delivery, and use Neighbourhood Statistics and information from GOs to assess whether the poorest neighbourhoods are improving and whether other neighbourhoods are at risk of decline. Its role will be to chase progress, intervene where national policies or local implementation is failing, and adapt and refine the strategy. It will help to prevent deprivation, as well as tackling it where it exists.

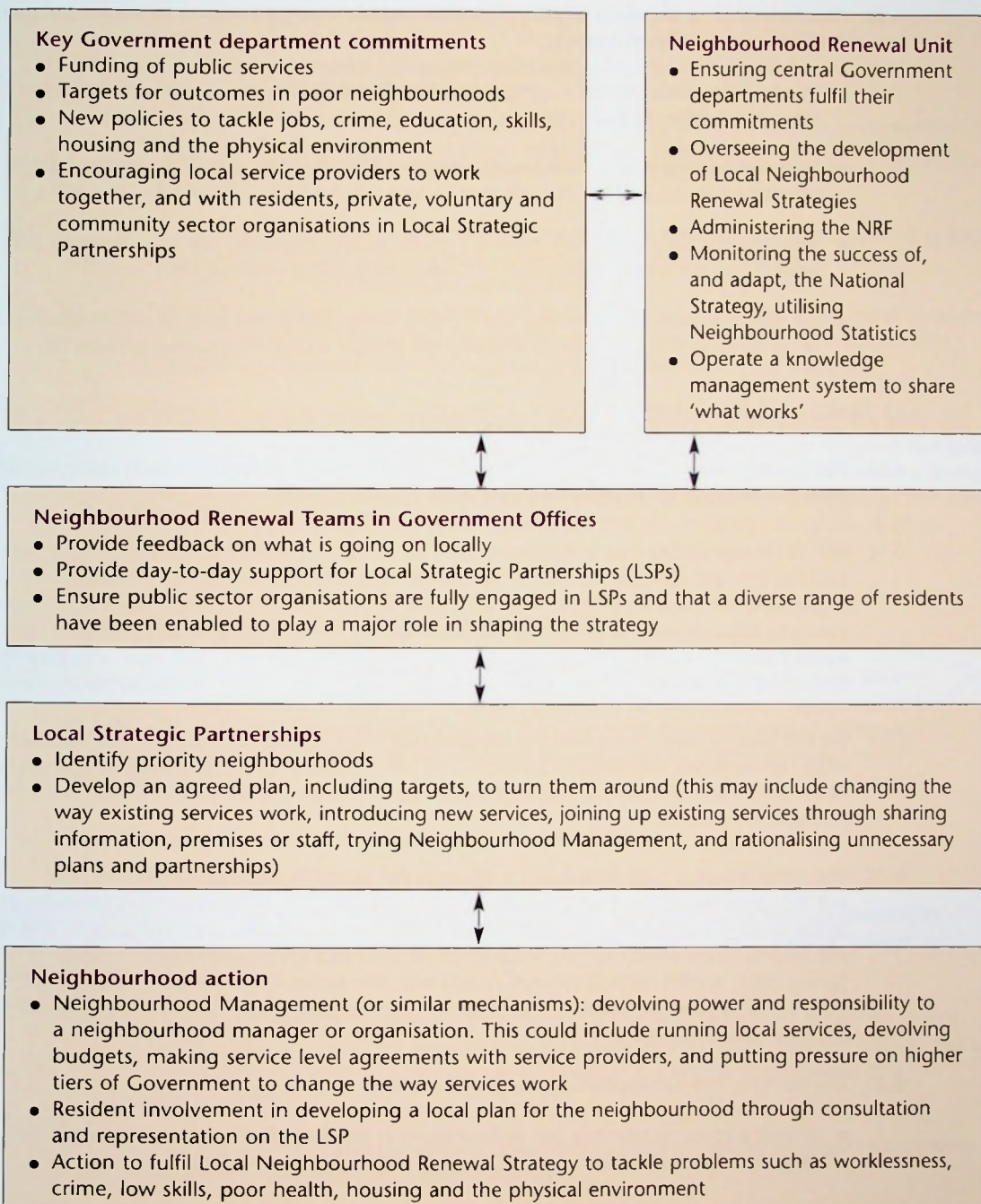
iii) Neighbourhood Renewal Teams in the regions

- 6.10 Following the Performance and Innovation Unit's *Reaching Out* report (February 2000),⁶⁸ Government Offices are being strengthened. Their new role will include joining up Government policy in the regions and acting as a voice for the regions in central Government. They are supported by a new cross-departmental unit, the Regional Co-ordination Unit (RCU).
- 6.11 Within this, GOs will have particular responsibilities for neighbourhood renewal, particularly on helping the NRU to oversee local renewal strategies in their region, to administer various renewal funds including the Community Empowerment Fund and Community Chests, and feeding back what is going on locally.
- 6.12 To take this forward, each GO is:
- forming a Neighbourhood Renewal Team. These could include secondees from the private, voluntary and community sectors as well as Government officials; and
 - making the aims and objectives of neighbourhood renewal an explicit part of its remit, and of the job description of its director.

In performing all of these roles, GOs will work very closely with Regional Development Agencies (RDAs).

- 6.13 Day-to-day contact on neighbourhood renewal issues will be directly between the NRU and GOs. The RCU⁶⁹ will get involved if either the NRU or a GO has an issue that they cannot resolve bilaterally. The RCU will also have an important role to play in simplifying area-based initiatives, which have a major impact on deprived areas.
- 6.14 These changes will be made by mid-2001, and will be jointly overseen by the NRU and RCU (Commitment 97).

6.15 The key relationships set out in this document – from national to neighbourhood level – are set out in simplified form in the diagram below:



iv) Ensuring neighbourhood renewal works for minority ethnic communities⁵

- 6.16 Close attention to the needs of minority ethnic people is being factored into the Government's work on neighbourhood renewal:
- there will be measurement – using **Neighbourhood Statistics** – of the impact of the National Strategy on different ethnic groups;
 - there will be clear responsibility within the new NRU for ensuring that neighbourhood renewal benefits ethnic minorities. This will also be an explicit task for the head of the NRU;
 - ensuring that neighbourhood renewal benefits ethnic minorities will also be a key part of the neighbourhood renewal objectives of Government Office regional directors; and
 - the NRU will work to ensure that the funding under its control goes in representative proportions to black and ethnic minority led groups and needs (**Commitment 98**).

v) Skills and knowledge

- 6.17 The Government is committed to ensuring a step change in the level of skills and knowledge of everyone involved in neighbourhood renewal.
- 6.18 PAT 16 recommended that a National Centre for Neighbourhood Renewal should be set up to take this forward. Consultation since then has confirmed the need for, and importance of, embedding skills and knowledge at all levels within the National Strategy. But it also revealed concerns about whether a single organisation was the most effective way to achieve this. People wanted an organisation with clout and leadership in Whitehall. But they were also keen to ensure that it had a strong regional presence and was close to communities working on the ground.
- 6.19 For this reason, the Government has decided that there should be a distinct Skills and knowledge strand **throughout** the National Strategy. This will include a dedicated **Skills and Knowledge Team** within the NRU, and strong regional and community owned elements. Resources will be available to fund this.
- 6.20 The Government is now developing a **strategy for learning and development**. This will recognise the distinctive needs of different participants in neighbourhood renewal, as well as the areas where learning needs are common and joint activities are appropriate. The NRU will assume responsibility for this work when its Skills and Knowledge Team is established in Spring 2001. It will continue to work closely with the Active Community Unit, DfEE and other key interests inside and outside Government. More detailed proposals will be published later in the year (**Commitment 99**).
- 6.21 The learning and development strategy will need to:
- embed a focus on learning and development at all levels of the National Strategy for Neighbourhood Renewal;
 - identify gaps and weaknesses in current learning provision and, where necessary, commission practical training packages;
 - look at how learning and development can be funded for those with limited financial resources;

- consider what changes need to be made to occupational standards in order to equip public sector professionals with the skills they need to play a more effective part in neighbourhood renewal;
 - consider where joint learning is appropriate and how to promote it; and
 - examine the role for GOs in auditing and tailoring learning and development opportunities to meet regional needs, drawing on available expertise and innovation (for example, emerging centres of excellence).
- 6.22 The other element of the Skills and Knowledge strand will be a **knowledge management system**, as recommended by PAT 16. This will be a systematic and comprehensive guide to the information available on what works in tackling the various problems of deprived neighbourhoods. It will be run by the Skills and Knowledge Team in the NRU and will draw upon experience of what works, across England and beyond, and link into sources of evidence from other departments, outside bodies, and regional, local and neighbourhood feedback.
- 6.23 Its role will be not only to collect knowledge but also to disseminate it effectively. The Skills and Knowledge Team will do this in two ways – through a national website and by ensuring that face-to-face advice is available to partnerships and communities that want it. This will involve a strong regional and community dimension, including the possibility of ‘residents’ consultancy’. The aim is that the knowledge management system should become fully operational by March 2002 (**Commitment 100**).

vi) Changing culture and reducing bureaucracy

- 6.24 The way that central Government works with local partners is still too bureaucratic, and often poorly co-ordinated. Public service cultures can also be insufficiently flexible and change needs to be led and supported from the top. The Government is committed to addressing this problem through the Modernising Government programme and individual departments’ change programmes.
- 6.25 To start to change cultures, the following measures will be taken:
- Each Government department with responsibility for policies that affect deprived neighbourhoods will be developing targets for interchange with organisations working in deprived neighbourhoods, and particularly those working with minority ethnic groups, by April 2001.
 - Government will consider the merits of sponsoring a special Charter Mark Award for services in deprived areas, and will look at social exclusion issues as part of the review of Charter Mark criteria. Consideration will also be given to an Investors in Communities scheme, or a Community Mark.⁷⁰
 - The existing network of departmental ‘Consumer Champions’⁷¹ will be engaged in improving the responsiveness of services in deprived areas.
 - Consideration will be given to developing a People’s Panel that is focused explicitly on deprived areas (**Commitment 101**).
- 6.26 To tackle bureaucracy and ‘initiative-itis’, a variety of actions are in hand.

- 6.27 As part of the LGA's New Commitment to Regeneration and the local PSA pilot process, local authorities and their partners can commit to achieving ambitious outcome targets of local importance, in return for greater resources and/or freedoms and flexibilities in the way that they work. New powers in the Local Government Act 2000⁷² can be used to abolish or amend requirements to produce statutory plans and strategies. The NHS Act 1999 enables NHS bodies and local authorities to pool funds, as well as delegate functions, where this will improve services. Opportunities to use these powers can be identified through the work on local PSAs and LSPs, the experience of the New Commitment to Regeneration pathfinders, and through joint working with the Local Government Association (LGA) (**Commitment 102**).
- 6.28 The Government sees the creation of LSPs, as a possible vehicle for the rationalisation of partnerships, plans and initiatives. LSPs could develop into umbrella bodies, encompassing a range of partnerships and producing various strategies. The Department of Health has already agreed to encourage LSPs to oversee the planning of services for vulnerable children, and that, in the medium term, Health Action Zones could be integrated with LSPs to strengthen the links between health, education, employment and other causes of social exclusion. The Government will be clarifying the links between different partnerships – and particularly between issue-specific partnerships and LSPs – whenever new guidance is produced and sent to partnerships. This should help local partnerships to make sense of each other, and make vital links (see **Chapter 5**) (**Commitment 103**).
- 6.29 A new 'double-key' system is in place to approve new 'area-based initiatives' and new waves of existing ones. This key will be operated by the new RCU which will comment on proposals and co-ordinate the views of GOs. This means that before a new initiative can be launched, a genuine need must be proven both centrally and regionally (**Commitment 104**).

vii) Neighbourhood Statistics

- 6.30 Accurate information about social conditions at the local level is not just an interesting toy for statisticians. It provides a powerful tool for helping local and national partners to pinpoint problems and target solutions more effectively to renew the most deprived neighbourhoods.
- 6.31 But such data is not yet available. The national targets for tackling deprivation in **Chapter 3** are mainly set at the local authority level – areas that are much larger than a neighbourhood – because data is not yet available that would allow targeting at a smaller area level, such as wards or neighbourhoods.
- 6.32 To address this, the Government is committed to developing **Neighbourhood Statistics** which will help to address this. This will be a two-stage process, involving:
- by April 2001 at the latest, internet publication of a ward-level dataset covering as much information as is currently available; and
 - an expansion of this dataset, following the publication of the 2001 Census results in 2002–03, into consistent time series on a larger range of information. It is the aim that this information will be underpinned by a new, fully flexible **geographical referencing** system that will enable analysis by any geographical unit, such as a neighbourhood. One key aim is that it will also be possible to analyse data by ethnicity, allowing key outcomes of the Strategy to be monitored by ethnic group. Data about individuals, or which would allow individuals to be identified, will remain protected.
- 6.33 This work is being taken forward by the Office for National Statistics (ONS), working closely with NRU, LGA, Government departments and other partners.
- 6.34 The 2000 Spending Review allocated £35 million for the costs of this work over the next three years. Neighbourhood Statistics will link in with other data collection initiatives – including local 'Quality of Life' indicators *Local quality of life counts*⁷³ produced by the Government, working with LGA and the Improvement and Development Agency (IDeA) (**Commitment 105**).

Chapter 7: Government commitments to neighbourhood renewal

- 7.1 The publication of this document marks the beginning of a new approach to turning round the most deprived communities. Transformation will not happen overnight, but the Government is making a number of changes over the coming three years which will lay the right foundations for progress.
- 7.2 Within three months of publication, the Neighbourhood Renewal Unit will be fully operational, driving forward the follow-up to this report.
- 7.3 Later in the year, the key departments will review their resources and report to the Treasury on how they intend to achieve the new targets for outcomes in deprived areas. By the end of this year, targets for health outcomes and for educational attainment at Key Stage Two in deprived areas will also have been set.
- 7.4 There will also be regional and local changes, with the 88 most deprived areas setting up Local Strategic Partnerships (LSPs) and receiving resources through the Neighbourhood Renewal Fund (NRF). The LSP will be able to draw on the first data set of ward level information (which will be available by April 2001). Within a year, LSPs will be operational in the most deprived areas and will have drawn up their own Local Neighbourhood Renewal Strategies.
- 7.5 At regional level, later in 2001, all Government Offices will be setting up new Neighbourhood Renewal Teams to drive the Strategy forward in the regions. And nationally, by 2005, the Government aims to meet the ambitious new targets set out in this report, with many of them having been achieved by 2004.
- 7.6 It is through these changes that the Government will move towards its 10-to-20 year vision – of creating a society where no-one is disadvantaged by where they live. The table below summarises the **key commitments** which the Government is making to help to realise this long-term vision.

No.	Commitment	Timing	Lead department	Chapter
1	To have lower worklessness, better skills, less crime, better health and better housing and physical environment in all the poorest neighbourhood and to narrow the gap between England's most deprived neighbourhoods and the rest of the country	10-20 years	All/NRU	3
2	Targets and more flexible and greater funding for Regional Development Agencies (RDAs) (Around £500 million more p.a. by 2004)	2001-04	DETR	4
3	Seamless service to large employers wanting to set up large-scale local enterprise	On-going	RDAs	4
4	Target to increase economic performance of every region	2004	DETR/DTI	4
5	New Deal for Market Towns	On-going	DfEE	4

No.	Commitment	Timing	Lead department	Chapter
6	Community Investment Tax Credit	Consultation in progress	HMT	4
7	Community Development Venture Fund	Consultation in progress	HMT	4
8	Index of Inner City Businesses and City Growth Strategies	On-going	DETR	4
9	Business Brokers in some of the 88 most deprived areas	2001	NRU	4
10	Small Business Service (SBS) priority to help enterprise in deprived groups and areas	On-going	DTI	4
11	£96 million Phoenix Fund to help boost enterprise in deprived areas	2000-04	DTI	4
12	Regional venture capital funds in every region	On-going	GOs	4
13	New Universal Banking Services, to be run through the Post Office network	On-going	DTI	4
14	Credit Unions to be promoted in deprived areas by the Central Services Organisation	On-going	HMT	4
15	£15 million per year fund to help post offices in deprived urban areas to develop retail facilities	2001-04	NRU	4
16	Encouragement of Local Strategic Partnerships (LSPs) and Neighbourhood Management pathfinders to experiment with local retail strategies	2003	NRU	4
17	Making the New Deal permanent	April 2001	DfEE/DSS	4
18	Making work pay via Minimum Wage, tax credits and benefit reform	On-going	DfEE/DSS/DTI	4
19	Setting up a Working Age agency from the Employment Service and the working age elements of the Benefits Agency	2001	DfEE/DSS	4
20	32 Action Teams for Jobs in high unemployment areas	2000	DfEE	4
21	Target to increase employment for most disadvantaged groups	2004	DfEE/DSS	4
22	Improve initial labour market position of 30 areas	2004	DfEE	4
23	Innovation Fund, covering 11 inner-city areas, to support community and voluntary organisations in linking people with work	On-going	DfEE	4
24	£379 million extra for childcare, targeted on deprived areas	2001-04	DfEE	4

No.	Commitment	Timing	Lead department	Chapter
25	Promotion of social inclusion to be a key element in Local Transport Plans	On-going	DETR	4
26	£40 million Urban Bus Challenge scheme to help set up bus services to deprived urban areas	2001-04	DETR	4
27	Reduce domestic burglary by 25 per cent, with no local authority area having more than three times the national average rate	2005	HO	4
28	Crime and Disorder Reduction Partnerships (CDRPs) to lead on tackling anti-social behaviour (ASB)	On-going	HO	4
29	CDRPs to have strategies to improve the reporting of racist incidents	On-going	HO	4
30	£18.5 million to support Neighbourhood Warden schemes, and start new ones	2000-04	NRU	4
31	Major gearing-up of young people's and adults' drug treatment programmes	2001-04	HO/DH	4
32	Strengthened and rationalised Drug Action Teams to lead fight against drugs	On-going	ADCU	4
33	Various targets on reducing drug demand and supply	2001-04/05	ADCU	4
34	No school to have fewer than 25 per cent of pupils getting 5 GCSEs at A*-C and no LEA to have fewer than 38 per cent of pupils reaching this standard	2001-04	DfEE	4
35	Extension of Excellence in Cities to cover 2,000 schools	2001-04	DfEE	4
36	£32 million from School Improvement Grant to help 500 schools improve their performance	2001-02	DfEE	4
37	Special help for the most seriously under-achieving schools	On-going	DfEE	4
38	£240 million to finance Study Support. A Study Support entitlement to be set	2001-04	DfEE	4
39	National literacy and numeracy target to be set	2001	DfEE	4
40	At least £600 million to tackle truancy and school exclusion	2001-04	DfEE	4
41	Pupil Support Allowance	2001-04	DfEE	4
42	Development of neighbourhood learning centres	2001-04	DfEE	4

No.	Commitment	Timing	Lead department	Chapter
43	£252 million to establish 6,000 UK online centres by 2002. Every deprived area to have at least one accessible, community-based facility	2002	DfEE	4
44	Every public library to have internet access (where practicable)	2002	DCMS	4
45	New Adult Basic Skills National Strategy, to improve the basic skills of 750,000 adults	2001–04	DfEE	4
46	£1.4 billion for Sure Start, to reach a third of children in poverty, and help them be ready to thrive at school	1999–2004	DfEE	4
47	Connexions Service to be launched in 16 areas from April 2001	2001	DfEE	4
48	Halve teenage conceptions by 2010	On-going	DH	4
49	£450 million Children's Fund to tackle poverty and disadvantage in children and families	2001–04	DfEE	4
50	A new Cabinet Committee on children and young people, supported by a new unit in DfEE	On-going	DfEE	4
51	Quality Protects programme	1999–2004	DH	4
52	Social inclusion targets in funding agreements between DCMS and sponsored bodies	On-going	DCMS	4
53	Ensuring fairer share of National Lottery resources for deprived areas	On-going	DCMS	4
54	£750 million Lottery-funded programme to enhance school sports facilities, especially in deprived areas	2001–04	DCMS	4
55	12 Creative Partnerships to be set up in deprived areas	2004	DCMS	4
56	200 extra Personal Medical Services schemes, mainly in deprived areas	2001–04	DH	4
57	Modernisation of primary care premises (with £1 billion) especially in deprived areas	2001–04	DH	4
58	New incentives to recruit and retain good primary care staff in deprived areas	To be confirmed	DH	4
59	A free and nationally available translation and interpretation service will be available from all NHS premises via NHS direct	2003	DH	4
60	Target for reducing smoking during pregnancy and across the board	2010	DH	4

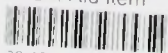
No.	Commitment	Timing	Lead department	Chapter
61	National School Fruit Scheme pilots	On-going	DH	4
62	NHS Performance Assessment Framework	2001	DH	4
63	Health inequalities target to be set	2001	DH	4
64	Extra £1.6 billion for housing, to help achieve target for improving housing (all social housing to be decent by 2010, with 33 per cent improvement by 2004)	2001–04	DETR	4
65	Innovative ways of increasing investment in housing	On-going	DETR	4
66	Extra £872 million for new affordable homes	2001–04	DETR/HC	4
67	Baseline assessment of number of dwellings and number and location of wards affected and at risk from low demand and unpopular housing	March 2002	DETR	4
68	Monitor low demand and abandonment with the aim of achieving a turn round in declining demand	2010	DETR	4
69	Extra £80 million for housing management, from unfreezing of management allowance	2001–04	DETR	4
70	Extra £12 million to enable local authorities to establish tenant participation structures	2001–03	DETR	4
71	Modernisation of financial framework for local authority housing	On-going	DETR	4
72	A wider role for Registered Social Landlords (RSLs)	On-going	DETR	4
73	£11 million to help local authorities pilot choice-based lettings systems	2001–04	DETR	4
74	Clearer and more flexible role for local authorities and RSLs in using lettings policies to create sustainable communities	On-going	DETR	4
75	Ensuring tenancies contain 'no harassment' clauses	On-going	DETR	4
76	A Finance Act will confirm fiscal measures to be introduced for urban areas	By summer 2001	HMT; HMC&E; IR	4
77	New delivery arrangements for physical change in urban areas (e.g. Urban Regeneration Companies)	On-going	DETR	4
78	A pilot English Cities Fund, to invest in mixed-use development in priority areas	On-going	DETR	4
79	Air Quality Strategy targets	2003–08	DETR	4

No.	Commitment	Timing	Lead department	Chapter
80	Waste Strategy targets	2003	DETR	4
81	£800 million Neighbourhood Renewal Fund to 88 severely deprived areas	2001-04	NRU	5
82	Local authorities piloting PSAs to work closely with LSPs in developing and delivering local targets	On-going	DETR	5
83	Departments to encourage their local service providers to work with LSPs	On-going	All	5
84	Local Neighbourhood Renewal Strategies and LSPs will be judged by GOs partly on the degree of resident involvement	2001-04	NRU	5
85	Where a partnership is failing to form or deliver on commitments, Government Offices for the Regions (GOs) and departments will intervene	On-going	NRU	5
86	GOs to intervene if public sector partners fail to fully engage with LSP	On-going	NRU	5
87	If Neighbourhood Renewal Fund needs to be withdrawn from an area as a result of poor LSP performance, money will reach the area by other means	2001-04	NRU	5
88	Neighbourhood Management pathfinders	2001-04	NRU	5
89	Requirement on LSPs to seek out as well as welcome resident involvement	2001-04	NRU	5
90	Community Empowerment Fund	2001-04	NRU	5
91	Support for faith organisations	On-going	All	5
92	A Community Task Force	2001	NRU	5
93	Community Chests to promote community self-help and mutual support in 88 severely deprived areas	2001-04	NRU	5
94	Simplified access to funding for community groups	2001	HO (ACU)	5
95	Review of resources for core public services in deprived areas	2001	Various	6
96	A Neighbourhood Renewal Unit (NRU) to be established in DETR	2001	DETR	6
97	Neighbourhood Renewal Teams to be set up in Government Offices for the Regions	2001	NRU	6
98	Clear responsibility for ensuring that neighbourhood renewal benefits ethnic minorities	On-going	NRU	6

No.	Commitment	Timing	Lead department	Chapter
99	Learning and development framework for neighbourhood renewal to be developed	2001	NRU	6
100	A knowledge management system for neighbourhood renewal to be developed	2001	NRU	6
101	A People's Panel for deprived neighbourhoods to be considered	2001	NRU/CO	6
102	New powers in Local Government Act to allow rationalisation of plans for local authorities	On-going	DETR	6
103	A commitment to clarify links between partnerships in future guidance	On-going	All	6
104	Rationalisation of area-based initiatives	On-going	RCU	6
105	Development of Neighbourhood Statistics	2003	ONS	6

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